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ABSTRACT

This report details the theoretical framework, methodology, and findings of research into the impact of Parent Advisory Councils (PACs) on the management and administration of Title I programs at the local level. The eight school districts studied were selected because they varied in their orientations toward PAC involvement in Title I, and in geographical location, urban/rural character, and local education agency (LEA) size. Chapter I provides an introduction. Chapter II contains a description of the theoretical framework underlying the study. In Chapter III activities related to data collection are described. Included in the discussion are descriptions of the sample of school districts and respondents within them, data collection instruments, data collection procedures, and issues surrounding the interpretation of data. Chapter IV presents the study's findings. These findings are organized around the theoretical framework set forth in Chapter II; discussion thus focuses on the impact of PACs, PAC activities, PAC membership, characteristics, PAC responsibilities, recruitment of PAC members, external constituencies of PACs, and LEA and state education agency orientations toward PACs. In Chapter V the conclusions and implications of the findings are elaborated. Volume III of the study consists of three appendices. Appendix I documents the study's instrumentation. Appendix II shows in tabular form the variations in responses to questions contained in the interview schedules. Finally, appendix III provides 67 tables of statistical data to support the findings detailed in volume I. (RDN)

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AN EXPLORATORY STUDY OF THE IMPACT OF PARENT ADVISORY COUNCILS ON THE MANAGEMENT AND ADMINISTRATION OF TITLE I PROGRAMS AT THE LOCAL LEVEL

VOLUME II

FINAL REPORT

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OF THE
IMPACT OF PARENT ADVISORY COUNCILS
ON THE
MANAGEMENT AND ADMINISTRATION
OF TITLE I PROGRAMS
AT THE LOCAL LEVEL

VOLUME II
FINAL REPORT

Prepared for
The National Institute of Education
Educational Policy and Organization Group

Under Contract Number 400-77-0097

By
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PREFACE

In October, 1977, CPI Associates, Inc., was awarded a contract (Contract Number 400-77-0097) by the National Institute of Education (NIE) to perform an exploratory study of the impact of Parent Advisory Councils (PACs) on the management and administration of Title I programs at the local level. This final report represents the culmination of a year's effort by CPI.

Volume I contains an executive summary for the report. Volume II presents a detailed report of the theoretical framework underlying the project, the methodology, and the research findings. In Volume III are appendices to the report. Included are copies of two of the interview guides employed in the study, a tabular account of response sets potentially affecting the data, and tables presenting statistical data in support of the findings elucidated in Volume II.

Most of the data presented in the report derive from interviews conducted with 160 individuals during the spring of 1978. These individuals, in some way associated with 42 PACs (eight District PACs and 34 School-Level PACs) in eight school districts and representing almost all levels of school system and PAC structure, gave valuable time to be interviewed and to provide needed documents to CPI. As well, individuals in the state education agencies in the three states in which the eight districts were located provided important insights and assistance at various points in the contract.

All of these individuals must remain anonymous, but the debt owed to them by CPI is clearly recognized. CPI should like to offer its thanks to them at this time for the contribution they made to the study.

CPI also wishes to express its thanks to the staff of the National Institute of Education who devoted their attention to this contract and offered their expertise regarding its performance. Special appreciation is due Mr. Berlin Kelly who served as project officer.

There are others who contributed to the project and to whom CPI is grateful. These include the Committee on Evaluation and Information Systems (CEIS) of the Council of Chief State School Officers and the Department of Health Education, and Welfare Education Data Acquisition Council; both of these groups reviewed the instrumentation and methodology prior to their use in the field. Also devoting time were Dr. Jim C. Fortune of Virginia Polytechnic Institute, Dr. Mark S. Rosentraub of the University of Texas at Arlington, and Dr. Gideon Sjoberg of the University of Texas at Austin who reviewed this report and provided their critical comments for its improvement. Dr. Rosentraub also oversaw the data analysis; Dr. Robert W. Brobst of the University of Texas at Arlington provided insights during the early stages of the analysis. Dr. Donald Rose of the Southern Region School Boards Research and Training Center furnished invaluable technical assistance at key points in the contract. Dr. William Giesselmann, also associated with Southern Region School Boards, conducted some of the field work as did Dr. William Firestone of Research for Better Schools. Dr. Charles Bonjean of the University of Texas at Austin made several helpful suggestions for the refinement of the theoretical framework.

Dr. Paula Jean Miller served as project director for the contract and is responsible for the contents of this report. There were, however, three other individuals who took part in its preparation. Dr. William Boyd Littrell of the University of Nebraska at Omaha wrote the initial draft of the theoretical framework's section on the historical context for the study of PACs. Ms. Sara McDonald conducted field work and performed much of the computer analysis and analysis of qualitative data. Ms. Jean Williams typed the report and oversaw its reproduction.

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CHAPTER I

INTRODUCTION

One of the basic tenets underlying beliefs concerning socioeconomic success in American society is that education bears a direct correlation to that success. While the tenet has had somewhat reduced substantiation in recent years,[1] education can still be seen as a rather necessary condition for an economically secure or even affluent life. Clearly, the high school dropout of limited financial resources and no concrete skills living in a society that provides opportunities based on credentials[2] stands only a limited chance of economic success and a very great chance of being unemployed and/or remaining poor.[3]

In turn, it has been shown that educational attainment is highly related to one's socioeconomic background.[4] That is, although the educational system has been seen by reformers as the "great equalizer," in reality, individuals who begin school from unequal life conditions are likely to maintain unequal life conditions unless there is intervention in the pattern. And educational attainment, or differences in it, serves as a means for maintaining the inequality.

Title I and Parent Advisory Councils

It was awareness of these facts that promoted the passage of Title I of the Elementary and Secondary Education Act (ESEA) of 1965 (P.L. 89-10), which was designed to provide funds to local school districts to meet "the special educational needs of educationally deprived children." This title of the Act--innovative in that it represents the largest and, to date, the most self-sustaining large-scale Federal assistance to education and constitutes the first categorical aid program for the educationally disadvantaged (most of whom are from low-income backgrounds)--is a mechanism for intervening in the traditional relationship between socioeconomic status and educational attainment. Title I provides supplementary funds to school systems so that they may meet the needs of educationally deprived children.

Obviously, the main focus of the Title I program and its funds is on the direct address of disadvantaged children's educational problems. But the program has other elements as well, including Parent Advisory Councils (PACs). It is on PACs--groups comprised primarily of Title I parents who advise school district staff about the program--that this report will focus.

Parents have been found to have an influence on their children's educational attainment.[5] Their encouragement of their children and their aspirations for them have been found to have influence independent of other factors such as income. Thus, some advocates of Parent Advisory Councils have seen such groups as a vehicle for involving parents in the education of their Title I children, thereby enhancing the positive parental influences on the children's performance in school.

Some advocates of PACs have seen Parent Advisory Councils from another perspective--namely, as groups representative of lower-income populations, who both gain leadership and decision-making skills through their participation in Title I and provide input and insights into the program that might not otherwise obtain if PACs did not exist. This perspective may have been borne of the War on Poverty's conception of "maximum feasible participation" by recipients of program services.[6]

Title I Parent Advisory Councils that would serve either or both of the two purposes described above were suggested from the earliest days of the program. Federal officials began urging school districts to involve parents in Title I soon after the original legislation was passed. In 1968, the suggestion was more formalized through Program Guide No. 46, the first official document recommending the establishment of PACs.

With the 1970s, legislative and regulatory guidelines concerning PACs were elaborated and strengthened. In 1970, P. L. 91-230 empowered the Commissioner of Education to require local education agencies (LEAs) to involve parents in Federally-financed programs where such involvement seemed beneficial. Subsequent guidelines, reinforced by other U.S. Office of Education publications, required and clarified the purposes of Title I Parent Advisory Councils.

These guidelines were reinforced and superseded by the 1974 Amendments for Title I which went further than the previous legislation in enhancing their role and setting minimum standards for parent involvement in local Title I program administration. Whereas prior to 1974 LEAs were required only to establish District PACs, the 1974 Amendments required the establishment of both District and School-Level PACs. They also reinforced earlier guidelines in requiring that a majority of the members be parents of children either participating or about to participate in the program. The regulations--written by the Office of Education in March, 1975, and finalized in September, 1976--specified the information that should be made available to parents and some of the activities in which they should be involved. The regulations, under which local Title I programs currently operate, are provided here for the reader's information and include the following responsibilities and rights:

> . . . The purpose of the advisory councils is to encourage parental involvement at the local level as an important means of increasing the effectiveness of programs under Title I. The application of (the LEA) shall demonstrate that the district advisory council, each intermediate council, and each school advisory council. . .
>
> (1)(i) Has, as a majority of its members, (A) parents of children . . . who are currently participating in the program or (B) parents of children who will participate in the projects proposed for the following fiscal year. . . .
>
> (2)(i) In the case of a districtwide or intermediate advisory council, is composed of members selected by the parents in the school attendance areas designated as project areas, and (ii) in the case of a school advisory council, is composed of members selected by the parents in the school attendance area of such council;
>
> (3) Has been given responsibility for advising the local educational agency in the planning, implementation, and evaluation of, such program or project;
>
> (4) Is provided by such agency with access to appropriate information concerning such program or project;
>
> (5) Operates under procedures which are adequate to insure

> timely and proper performance of its functions, including procedures for convening meetings, and for the recording and maintenance of minutes; and
>
> (6) Has been provided with procedures for coordinating its functions and its recommendations to the local educational agency with those of other councils in the district.
>
> ***
>
> . . . Each local educational agency shall include in its application sufficient information to enable the State educational agency to make the following determinations:
>
> (1) That each council member has been furnished copies of Title I of the Act, Federal regulations, guidelines and criteria issued pursuant thereto, State Title I regulations and guidelines;
>
> (2) That all council members will receive appropriate training materials and orientation which will assist them in carrying out their functions under this section; and
>
> (3) That each council will be provided with the local educational agency's current application, other information and documents. . . as may be needed for the effective involvement of each such council in the planning, implementation, operation, and evaluation of projects under Title I;
>
> (4) That each council has had an adequate opportunity to consider the information available concerning the special educational needs of the educationally deprived children residing in the project area (or areas), and the various programs available to meet those needs, and to make recommendations concerning those needs which should be addressed through the Title I program and similar programs; and
>
> (5) That all parents of children to be served have had an opportunity to present their views concerning the application to the appropriate school council, and that each council has had an opportunity to submit its comments to the local educational agency which shall consider such comments in determining whether or not the application shall be approved and submitted to the State educational agency.[7]

The Need for Research on PACs

As of 1976 there had been and was considerable disagreement over the role of PACs in Title I.[8] There were those who believed that the existence of PACs was detrimental to the operation of the program. Others believed that the role of PACs, evolution of regulations notwithstanding, was so ambiguous as to preclude meaningful participation of Title I parents in the program.

Disagreements existed on other fronts as well. While it was recognized that there was great variation in the functions performed by PACs at the local level, there was little agreement on the reasons for the variation. Staff of the National Institute of Education (NIE) noted, "(N)o one is really sure why PAC roles and responsibilities differ and no one has ever specifically designed a study to document the nature of parent involvement in Title I. Likewise, there apparently has been no major study that has been useful to learning how PACs influence local decision-making and management in Title I programs."[9]

Given this dearth of information and given NIE's legislative mandate to conduct a study of compensatory education programs including Title I,[10] NIE in 1976 commissioned an exploratory study of the impact of Parent Advisory Councils on the management and administration of Title I programs at the local level. A contract was awarded to Kirschner Associates, Inc., which during 1976-1977 selected potential sites for intensive study. In 1977, CPI Associates, Inc., was awarded a contract to carry on the work initiated by Kirschner. Specifically, CPI was to develop a research framework for the investigation of PAC impact and carry out the investigation in a small number of school districts.

This report represents the culmination of CPI's research effort, one which was directed toward analyzing the implementation of the above-listed regulations for PACs in eight school districts in three states. The states and districts were selected because they varied in their orientations toward PAC involvement in Title I as well as in other ways, including geographical location, urban/rural character, and LEA size. One hundred and sixty individuals--LEA staff and PAC members--were interviewed during site visits to the eight LEAs. This report will set forth the information provided by these individuals and SEA staff regarding PAC impact and factors related to it.

Notes of Caution

Three points should be borne in mind in the reading of this report. First, it should be noted that the findings from this study are under no circumstances generalizable to all Title I school districts. This study is merely an exploratory one. It has focused only on eight school districts out of approximately 14,000 receiving Title I funds in 1977-1978. The differences and trends existing among the eight school districts regarding Title I PACs might not have been found in another group of school districts with the same basic characteristics. A significantly larger sample would have been needed to generate findings that were representative of all Title I school systems.

In short, the reader should use this report as a starting point for more intensive study and thought. SEA and LEA staff and PAC members, for example, can compare the conditions of their own Title I programs and PACs to the ones described in this report. Through such comparisons, they may be able to ascertain those findings that do and do not apply to their own systems and determine what changes, if any, they might wish to initiate in PAC operations.

The second point that should be borne in mind has to do with the depth of analysis presented in this report. CPI staff collected a wealth of information during site visits that has provided a rich background for interpreting data. In the interest of maintaining confidentiality, it has not been possible to communicate all of this contextual information in this report. While such information might be extremely useful to the report's recipients, it is CPI's position that the direct revelation of unique features would jeopardize the anonymity of SEAs, LEAs, and respondents within them. The reader should note that the absence of detail in some areas of discussion is owing to the concern for the maintenance of confidentiality. Of course, when confidentiality is not jeopardized, the contextual information will be used or provided.

Third, and last, one statement should be made about what this report does not constitute. Specifically, it should be noted that CPI's exploration of PACs has not been an evaluative effort. The objective has not been to ascertain which of the eight school districts have "good" or "bad" PACs. Rather, the focus has been and is simply on providing information and specifying those factors that appear to be related to PAC functioning and impact. Any use of this report in an evaluative mode will be to misconstrue the purposes and findings of this study.

Organization of the Report

In the following chapters, CPI will describe the theoretical basis of its effort, the research activities, and their results. Chapter II contains a description of the theoretical framework underlying the study. In Chapter III are described CPI's activities related to data collection. Included in the discussion are descriptions of the sample of school districts and respondents within them, data collection instruments, data collection procedures, and issues surrounding the interpretation of data. Chapter IV contains a presentation of the findings of the research effort. These findings are organized around the theoretical framework set forth in Chapter II; discussion thus focuses on the impact of PACs, PAC activities, PAC membership characteristics, PAC responsibilities, recruitment of PAC members, external constituencies of PACs, and LEA and SEA orientations toward PACs. In Chapter V are conclusions from and implications of the findings.

Some aspects of CPI's study are elaborated in appendices to this report. Appendix I, for example, contains copies of two of the eight interview schedules used in the study. Appendix II contains a description of individual response sets that may have affected the data and, hence, their interpretation. In Appendix III are tabular presentations of findings set forth in Chapter IV.

CHAPTER I
FOOTNOTES

1. See, for example, Christopher Jencks, et al. Inequality; A Reassessment of the Effect of Family and Schooling in America (New York: Basic Books, 1972); also The Graduate: A Handbook for Leaving School (Knoxville, Tenn.: Approach 13-30 Corporation, 1973); K. Patricia Cross. Beyond the Open Door (San Francisco: Jossey-Bass, Inc., Publishers, 1971); Carnegie Commission on Higher Education. New Students and New Places (New York: McGraw-Hill, 1971); and Christopher Jencks and David Riesman. The Academic Revolution (Garden City, N.Y.: Anchor Books, Doubleday & Company, Inc., 1969).

2. The emphasis on credentials is rather long-standing. For discussion of the emphasis, see H. M. Bell. Matching Youth and Jobs (Washington, D.C.: American Council on Education, 1940); W. Lloyd Warner, Robert J. Havighurst, and Martin B. Loeb. Who Shall Be Educated? (New York: Harper & Brothers, Publishers, 1944); Lawrence G. Thomas. The Occupational Structure and Education (Englewood Cliffs, N.J.: Prentice-Hall, Inc., 1956); Edmund deS. Brunner and Sloan Wayland, "Occupation, Labor Force Status and Education," Journal of Educational Sociology, 32 (September, 1958), pp. 8-20; Ivar Berg. Education and Jobs: The Great Training Robbery (New York: Praeger, 1970); and Randall Collins, "Functional and Conflict Theories of Educational Stratification," American Sociological Review, 36 (December, 1971), pp. 1002-1018.

3. The relationship between educational attainment and occupational attainment is shown in such works as James W. Trent and Leland L. Medsker. Beyond High School, A Psychosociological Study of 10,000 High School Graduates (San Francisco: Jossey-Bass, Inc., Publishers, 1968); William H. Sewell, Archibald O. Haller, and Alejandro Portes, "The Educational and Early Occupational Attainment Process," American Sociological Review, 34 (February, 1969), pp. 82-92; and William H. Sewell, Archibald O. Haller, and George W. Ohlendorf, "The Educational and Early Occupational Status Attainment Process, Replication and Revision," American Sociological Review, 35 (December, 1970), pp. 1014-1027. For figures illustrating the relationship between educational attainment and income and unemployment, see U. S. Bureau of the Census. Statistical Abstracts of the United States, 1976 (Washington, D.C.: U. S. Government Printing Office), pp. 127-128.

4. See William H. Sewell, "Inequality of Opportunity for Higher Education," American Sociological Review, 36 (October, 1971), pp. 793-809; Peter M. Blau and Otis Dudley Duncan. The American Occupational Structure (New York: John Wiley & Sons, Inc., 1967); William G. Spady, "Educational Mobility and Access: Growth and Paradoxes," American Journal of Sociology, 63 (November, 1967), pp. 273-286; Francis G. Caro and C. Terence Pihlblad, "Social Class, Formal Education and Social Mobility," Sociology and Social Research, 48 (July, 1964); John K. Folger and Charles B. Nam. Education of the American Population (Washington, D.C.: U. S. Government Printing Office, 1967); and Paul B. Wilson and R. C. Buck, "The Educational Ladder," Rural Sociology, 25 (December, 1960), pp. 404-413. Of course, the relationship between socioeconomic status and educational attainment may be as much the result of qualities of school systems as of socioeconomic

status itself. A great deal of attention has been devoted to the role of school systems in maintaining inequality in educational attainment. See, for example, Aaron V. Cicourel and John I. Kitsuse. *The Educational Decision-Makers* (Indianapolis: The Bobbs-Merrill Company, Inc., 1963); Burton R. Clark, "The 'Cooling Out' Function in Higher Education," *American Journal of Sociology*, 65 (May, 1960), pp. 569-576 (Clark's analysis may be applied to elementary and secondary levels of education as well as to higher education); Patricia Cayon Sexton. *The American School: A Sociological Analysis* (Englewood Cliffs, N.J.: Prentice-Hall, Inc., 1967);Walter E. Schafer, Carol Olexa, and Kenneth Polk, "Programmed for Social Class: Tracking in High School," *Trans-action*, 7 (October, 1970), pp. 39-46 and 65; Lewis K. Knowles and Kenneth Prewitt, eds. *Institutional Racism in America* (Englewood Cliffs, N.J.: Prentice-Hall, Inc., 1969); William Ryan. *Blaming the Victim* (New York: Pantheon Books, 1971); Michael Katz. *Class, Bureaucracy, and the Schools: The Illusion of Educational Change in America* (New York: Praeger, 1971); and Robert J. Havighurst, "Educational Policy for Large Cities," *Social Problems*, 24 (December, 1976), pp. 271-281.

5. See Jencks, *op. cit*.; Sewell, *op. cit*.; Sewell, Haller, and Portes, *op. cit*.; Sewell, Haller, and Ohlendorf, *op. cit*.; and Eldon L. Wegner and William H. Sewell, "Graduation from College," *American Journal of Sociology*, 75 (January, 1970), pp. 665-679.

6. For a discussion of maximum feasible participation and the role of program clients or their representatives in decision-making, see J. David Greenstone and Paul E. Peterson, "Reformers, Machines, and the War on Poverty," in James Q. Wilson, ed. *City Politics and Public Policy* (New York: John Wiley and Sons, 1968), pp. 267-292; J. David Greenstone and Paul E. Peterson. *Race and Authority in Urban Politics: Community Participation and the War on Poverty* (New York: Russell Sage Foundation, 1973); Daniel P. Moynihan. *Maximum Feasible Misunderstanding* (New York: Free Press, 1970); Robert K. Yin, et al. *Citizen Organizations: Increasing Client Control Over Services* (Santa Monica, Calif.: Rand Corporation, 1973); and Peter Marris and Martin Rein. *Dilemmas of Social Reform: Poverty and Community Action in the United States* (New York: Atherton Press, 1967).

7. *Federal Register*, Vol. 41, No. 189, September 28, 1976.

8. See Chapter II for greater discussion.

9. RFP NIE-R-76-0025, pp. 9-10; reiterated in RFP NIE-R-77-0025, pp. 9-10.

10. See Sec. 821(a)(1) of the Education Amendments of 1974 (P.L. 93-380), as amended.

CHAPTER II

THEORETICAL FRAMEWORK

In Chapter I, it was noted that CPI Associates, Inc., as the first task in its contract, was to develop a theoretical or research framework for the study of the impact of Parent Advisory Councils on the management and administration of Title I programs at the local level. A theoretical framework is essential to the efficient and effective conduct of a study, for it sets forth the important variables or factors to be examined and the relationships expected to obtain between them.

In this chapter of the report, CPI will describe the framework it used in developing the instrumentation for the study and around which the data analysis contained in Chapter IV centers. The framework has been refined and the basis for it elaborated over the course of the project. The elaboration was possible owing to the extensive literature existing on topics related to the study. The literature includes works on community participation in education, community participation in other areas, community power, participation in voluntary organizations, and organizational structure. Obviously, it is not possible to describe all of the works in all of these bodies of literature here. Rather, after its selective but systematic review,[1] CPI has centered on those works that seem best to illustrate the factors and relationships between them that pertain to PAC impact. The works are cited here as they become relevant to discussion.

To understand any phenomenon, one must understand the milieu in which it occurs. Below are described the forces at work in education that are relevant to PAC involvement in Title I. With this backdrop, the discussion will then proceed to a discussion of the dynamics of PAC operations themselves.

A Context for Understanding PAC Involvement in Title I

Maximum Feasible Participation and the War on Poverty

The origins of PACs in Title I, as noted briefly in Chapter I, may be found in the War on Poverty's emphasis on maximum feasible participation. In a sense, the creation of Parent Advisory Councils during the 1960s may have been the result of a "bandwagon" or "me-too" effect.

While it is valuable to understand the origins of PACs in the context of the War on Poverty and while the experiences with poverty program boards and organizations offer some insights into the operations of PACs, PACs must not be analyzed solely in the context of the War on Poverty. For one, the focus of Title I PACs is significantly different from many of the poverty-program-related boards. The Community Action Program, for example, was specifically directed toward establishing control by the poor over the institutions serving them. To accomplish this goal, the focus was on institutional change and on the attainment of political power by the poor.[2] This distinctly was and is not the focus of Title I or its PACs. The Title I program is not ostensibly directed toward changes in the political structure, and participation of parents is an objective secondary to meeting the special needs of educationally disadvantaged children. PACs, unlike, say, the Community Action Agencies' boards, are not decision-making entities; rather, the PACs have been and are, as their name states, advisory. Moreover, the Title I PACs are not participating in a program the "ethics" of whose basic mission are arguable. Participation of the poor in an Urban Renewal program which means the destruction of one's home is quite different from participation in a program directed toward supplementing the educational opportunities for one's children.[3] Last, Title I itself, unlike the programs to which the concept of maximum feasible participation was attached, is not specifically focused on the poor. While many of the pupils served by Title I derive from low-income backgrounds and while funds are distributed to states, counties, and schools on income-related bases, the children actually served by the program are to be selected on the basis of educational disadvantage. The children may or may not be from economically disadvantaged homes. In turn, participants in Parent Advisory Councils are not necessarily "representatives of the poor." The constituency then for the Title I program is slightly different from that for the War on Poverty.

In short, as PACs have developed over the past decade, they have been and become fairly divorced from the War on Poverty conceptions that perhaps spawned them. The idea of maximum feasible participation and experience related to it provides a historical grounding, but understanding of the milieu in which PACs currently operate must come from examination of a different context. That context, from CPI's vantage point, would center around the developments and trends in the educational structure itself.

Community Control of Public Schools

The evolution of PACs occurred during a time when there was intense discussion of community participation in general in public school administration. As community participants in schools, analysis of PACs is as much or more associated with issues pertaining to such participation as to those concerning participation of the poor in poverty programs.

The issue of community participation was brought on by a crisis in school governance in the last half of the 1960s--a crisis that had its roots in several strands of American society. First, there was a clear recognition that public education was failing urban black Americans.[4] It was equally clear that more and more urban schools were becoming more and more black and that unresolved racial tensions in the rest of American society made themselves felt in especially painful ways in the schools. Strong leaders among American ethnic groups claimed that public schools had failed black children and that the solution to non-responsive schools was to return control to the community from a centralized bureaucratic system of educational administration. Of the several experiments in community control that were tried, the most publicized one was that of Ocean Hill-Brownsville in New York City.

The move to community control of schools, as its name suggests, was a move to include parents and other community leaders in policy-making within the public schools. Such policies pertained to curriculum development and staffing and to specific decisions about each of these and other areas.

This is not the place to review the history of community control of schools, an issue that has surfaced not only with regard to predominantly black schools but also with regard to schools serving other ethnic and cultural groups.[5] Community control is simply raised because of its importance for the study of Title I Parent Advisory Councils. For example, the receptiveness of school administrators toward inputs of information from community members was a critical part of the issue of community controlled schools. It is an equally important concern for the study of Parent Advisory Councils.[6]

Education literature of the late 1960s and early 1970s showed that with a few important exceptions professional educators were very doubtful about community control and in a great many cases were openly hostile to it. Exemplifying the perspective of many educators dubious about community operated schools was Woock, who raised the following questions:

> Can they really develop the broad community interest and concern needed to operate their own schools? Will local school boards be able to find competent teachers and administrators to perform the educational tasks required? Will some community leaders insist these teachers and school administrators be non-white? If so, where will they come from? If they are not to be all non-white, then what inducements can be offered to bring capable white teachers into primarily non-white schools? Advocates of community operated schools have yet to indicate what educational changes they will make. Will the curriculum be different? Will new subject matter be introduced? Will new teaching methods be used? Or is the expected improvement in learning to come about simply through the changed attitude and expectations of educators?[7]

The National Education Association's Task Force on Urban Education took a harder line. The organization asked:

> "Who controls education?" is the issue involved. We have stated that the profession (or the professional association) has no right to control education, but what about educators? What rights do educators have? What rights should they have? How would shifting control of education affect these rights?
>
> Educators have a right to determine under what conditions they will work; to determine how they will be assigned, transferred, and fired. In some places they have a right to negotiate about these things with those who control education. We don't have to spell out all the gains we have made through negotiation, nor the pain and struggle involved in securing those gains. We cannot lose them, and we need not.
>
> Educators have to gain legal responsibility for governing the education profession. By education profession, we mean all teachers, administrators, specialists in public and private schools and colleges, education associations, and governmental agencies with responsibility in the field of education.[8]

Clearly, the NEA was concerned with professional autonomy and saw community control of education as a threat to that autonomy. At least this would appear to be true in those critical areas that lie at the heart of community control--policy making about curriculum, staff hiring and firing, etc.

Other articles, taken as a group, piece together a picture of professional opposition. For example, Caliguri reports a small survey of 30 school superintendents in the northern midwest who were asked to comment on a statement in the 1967-1968 OEO Head Start Policy Manual. The statement read, "There must also be a Policy Advisory Committee at the administrative level where most decisions are made." Caliguri reports that 14 of the 30 superintendents interviewed ". . . flatly opposed parent involvement in staff hiring and only six superintendents felt that parents should be directly involved in staff hiring and program development." Similar attitudes were uncovered regarding parent involvement in program planning.[9] More recently, Wiles examined two large urban school districts by interviewing principals about the possibility of community participation. Wiles concludes first that "local schools are closed systems of professional decision-making," and "169 of the 187 principals interviewed reported relying exclusively upon administrative decisions without community inputs." Second, it was concluded that community participation in fact takes three forms: (1) participation that legitimates existing profesional policies; (2) public criticism of professional policies; and (3) political alliance that allows principals to use parents in the principals' fights with central administration. Finally, Wiles concludes that a true balance of the interests of professional administration and the interests of the community is not currently possible.[10]

Opposition to community control was not based solely on the threat to autonomy. Some authors detailed the difficulties of community control programs from the opposite side: the inability of community participants to effectively govern. Foley, for example, details the effort of a reform movement in Philadelphia.[11]The superintendent of schools there was strongly committed to the principle of community control and attempted to establish effective community participation in Philadelphia. He was not only effectively hamstrung by the school board which took away from him key powers, but he was also unable to effectively mobilize a constituency among community groups themselves. At least some of the projects that the superintendent installed failed for lack of community participation. One project succeeded only because community participation was well organized.

As another example, Schiff analyzed New York City's effort at community control and found a startling record of bad management by the superintendent hired by the local control board.[12] Serious financial management problems developed so that by the fall of 1974, District 1 in New York City was overspending its budget by $500 to $800 million dollars per year. More than $360,000 were falsely submitted to the U. S. government for payment in connection with the school lunch program. Community members in that district were unable to organize effectively and control the district even though, as Schiff notes, participation in District 1 was twice as high as that in any other district in school board elections in 1974. Although they may be exaggerated, this evidence suggests that professional administrators' fears about community control are not unfounded.

Title I Parent Advisory Councils by no means signify community control of the program. We have reviewed the literature on community control to identify one end of a continuum of parent involvement and to point out the importance of the outlook of professional educators on the matter of parent involvement, particularly in administrative matters.

Non-Control-Oriented Parent Participation

In the above section, the orientations of professional educators toward control-oriented community involvement were depicted as being primarily negative. But that is not to say that they have been negative toward all forms of public involvement. At the other end of the continuum from community control--i.e., community involvement in areas not pertaining to administrative control--professional educators have been largely positive.

Such involvement is of long-standing character. Perhaps most illustrative are Parent Teacher Associations, which made their first formal appearance on a nation-wide basis in 1897 with the creation of the National Congress of Mothers, to become in 1924 the National Congress of Parents and Teachers.[13] The organization was formed to help the school system and the children within it; its early objectives, maintained fairly intact to this date, indicate a harmonious consonant relationship with the schools.[14] Enterprising principals see the PTA as a vehicle for marshalling support for their ideas and policies, discerning any dissatisfaction among parents and reducing or eliminating it, and obtaining assistance through programs and services that parents might provide. As Dahl has noted, "It is a rare PTA that ever opposes the wishes of a principal, and its mere existence helps to give a certain legitimacy to the otherwise hierarchical structure of a school system."[15]

Thus, Title I PACs have emerged in an environment that welcomes organized parental involvement supportive of the structure and its policies. Over the past couple of decades, other less formal forms of involvement gained support. One program that had considerable amounts of support among professional educators was the involvement of teacher aides in the local schools. In some cases, these aides were paid and in others they were volunteers. Metzner and Neuman have noted that by the mid-1960s, about 40 percent of the school districts that had 6,000 or more students were using teacher aides in some program or another. Teacher aides were assigned nonprofessional jobs and allowed to assist in the classroom in that way. One of the consequences of this involvement was to increase school-community interaction and promote community support for the public schools.[16] Mogulof also discussed the willingness of professional educators to cooperate with teacher aides. He saw the aide program as one method for opening up a "closed system" that most schools constitute. Teacher aides are for the most part recruited from the neighborhood area in which the school is located; therefore, the teacher aide programs constitute a form of community participation.[17]

Abbot, writing in the National Elementary Principal, has called attention to another form of community participation endorsed by professional educators. This kind of participation is that of parent volunteers. The need for parent volunteers is clear from his remarks:

> There seems to be a trend today toward deeper involvement of parents in the day-to-day activities of the school. Although the full impact is yet to come, the announcement by the National Reading Council that 10 million tutors would be needed by 1980 is some indication of the next great trend in American education.[18]

In sum, although professional educators have opposed threats to their professional autonomy, they have supported those forms of parent and community participation that could be absorbed within the structure of the school system. Some writers, e.g., Hirata, in a time when schools have been faced with significant and complex difficulties, have seen the need for parent and community input to bridge a cultural/structural gap between the community on the one hand and the schools on the other.[19] Frequent articles have appeared in professional journals[20] expressing sentiments like those of Douglas: "It seems to me, therefore, that the education of our. . . youth must have an energetic school-home partnership composed of community, parents, leaders, and educators."[21] Of course, such articles have often set limits regarding the "partnership." Abbot, for instance, in 1975 presented a list of ways to involve parents in on-going school programs. His recommendations clearly confine parent involvement to supporting existing program needs.[22]

Implications

In the above paragraphs we have described the origins of PACs in the War on Poverty conceptions of maximum feasible [illegible]ation. Although there may still be some vestiges of the conceptions in the theory and operations of PACs, we have advanced the notion that PACs currently should be considered in light of developments in education as regards community and parent participation. We have seen these developments as forming a kind of continuum from non-control-oriented forms of participation traditionally accepted and/or supported by educators (e.g., participation in the PTA, serving as a teacher aide, or volunteering) to control-oriented participation (e.g., participation in the community control or community operated schools movement).

Developments at each end of the continuum are relevant to the environment in which Title I Parent Advisory Councils conduct their activities. Given their regulatory responsibility to advise the LEA in the planning, implementation, and evaluation, PACs could be said to be involved in the sphere of administrative control for the Title I program. In turn, their actions might be be perceived as threatening professional autonomy and smacking of community control efforts. Echoing the thoughts of the professional educators cited above who were concerned about community control is Carpenter who calls attention to the importance of school principals in providing "leadership" for parent advisory groups. After noting unhappy experiences with parent advisory groups, Carpenter wrote:

> Unfortunately, parent advisory groups are much touted, but little understood. You have seen schools with parent advisory groups--perhaps some in your own community--which exploded in conflict. Teachers, administrators, parents, and students became embroiled in controversy. Confusion destroyed staff morale, created distrust, and damaged the instructional program.

He claimed however, that parent advisory groups could work and stated principles for making them work. He emphasized the role of the principal in organizing parent advisory groups, in holding the reins tight early in the process, and in serving a mediator and broker role between the parent advisory group and professional groups within the school system. As an illustration of the mediator role, Carpenter noted the potential tension between parent advisory groups and employee associations or organizations. He wrote, "Employee organizations also feel a responsibility to make sure that working conditions throughout the district are fair and equal. They will probably resent any parent advisory group decision which causes uniform policies and procedures to vary." The principal, he wrote, must explain this fact to the parent advisory group and warn that group about issues that will be particularly sensitive among employee associations.[23]

Carpenter's work would suggest that parent involvement will be supported if parent involvement is closely supervised and if it is tailored to existing school programs and policies. This approach contrasts to some extent with Stearns and Peterson who have advocated a role for parent groups that is more independent of school staff control and that serves a more overtly active and powerful function:

> If properly developed, parent groups could represent the interest both of the school board and the federal program in a much more finely tuned way than any other group is at present doing. They are close enough to know and monitor the operation of the school or compensatory project, and their perspective is not altered by a stake in professional advancement or by administrative constraint. Many of the difficulties of evaluation are reduced--and accountability through the school board is increased--if the evaluation is more clearly vested in the parents and exercised at the level of the individual school. Well defined use of parent groups might achieve many of the most important goals of accountability. . . . while reducing the need for more complicated state-wide and national machinery. Despite a wealth of confusing data and "expert" opinions, the issues in most evaluations are reasonably clear even--or perhaps particularly--to stakeholders other than professional educators. Individual parent groups have carried out complicated and perceptive analyses, and produced persuasive and pointed reports on the operation of "their" programs. . . .
>
> There is the question of whether such tasks will bring parents into increasingly threatening relationships to teachers and administrators. The answer seems likely to be "no," since the tasks proposed here for parents need not result in disruption, and may in fact deter it. . . . By assigning parents tasks of evaluation, professionals are allowed to exert their individual best judgment within the classroom, which is then subjected to the parents' legitimate question of whether the chosen methods and teachers were effective in reaching stated goals. This differentiation allows both parents and professionals to perform functions which, while over-lapping, are not confused. Each has a sphere of legitimate and parallel responsibility.[24]

Of course, Stearns and Peterson take some care in noting that hiring of staff should remain outside the purview of PACs. In this sense, their argument differs from advocates of community controlled schools.[25] Yet their emphasis on the role of parents in bringing about accountability is reminiscent of arguments set forth by community control advocates.

About parent involvement along more traditional lines, there seems little debate. Federal literature encourages parents to become involved in service delivery in such capacities as aides and tutors as well as to engage in the advisory activities specified in the regulations regarding Title I PACs.[26]

The debate about the role of the Parent Advisory Council might be conceptualized as resulting from differences of opinion as to the basic function the PAC is to serve. Taebel and Rosentraub have likened school systems and other public agencies to the private firm which has three areas of function: provision, production, and delivery. Individuals charged with drafting policies on education, i.e., the school board, serve a provision function. Individuals who administer the policies and manage the day-to-day operations of the school system serve a production function; such individuals include the superintendent and others in the bureaucratic structure who serve in management positions. The delivery function is served by individuals, e.g., teachers, who are responsible for actually providing educational services to citizens. Affected by these three functions are the consumers--students and their parents.[27]

Parents and students have always been consumers. Within the past century parents have come increasingly to participate in the delivery function. Thus, Title I parents in general and PAC members in particular can participate in tutoring, etc. in what has become a customary mode of community participation. The question now does not revolve around whether Title I parents are participating in the program. Rather, it revolves around whether and to what extent PACs are expanding their activities from the delivery function to the production (and indirectly provision) function. The objective of CPI's study was to investigate this question.

A Theoretical Framework for the Study of Title I PAC Impact

Recognizing the context within which PAC involvement in Title I has emerged, it is possible to focus in on the specifics of PAC action. CPI, as has been noted several times previously in this report, was charged with conducting a study of the impact of Parent Advisory Councils on the management and administration of Title I programs. The focus was not simply on whether or not PACs have impact, but also on the factors that are involved in impact.

CPI Associates, Inc., after its assessment of the literature, determined that there were several kinds of factors involved in PAC impact that should be explored in the study. The factors and their relationships to one another are summarized in the path model on the following page.[28] Below is a summary of the literature review that resulted in the path model. The meanings of key terms and the nature of the relationships that were expected to occur will be explicated there.

PAC Impact

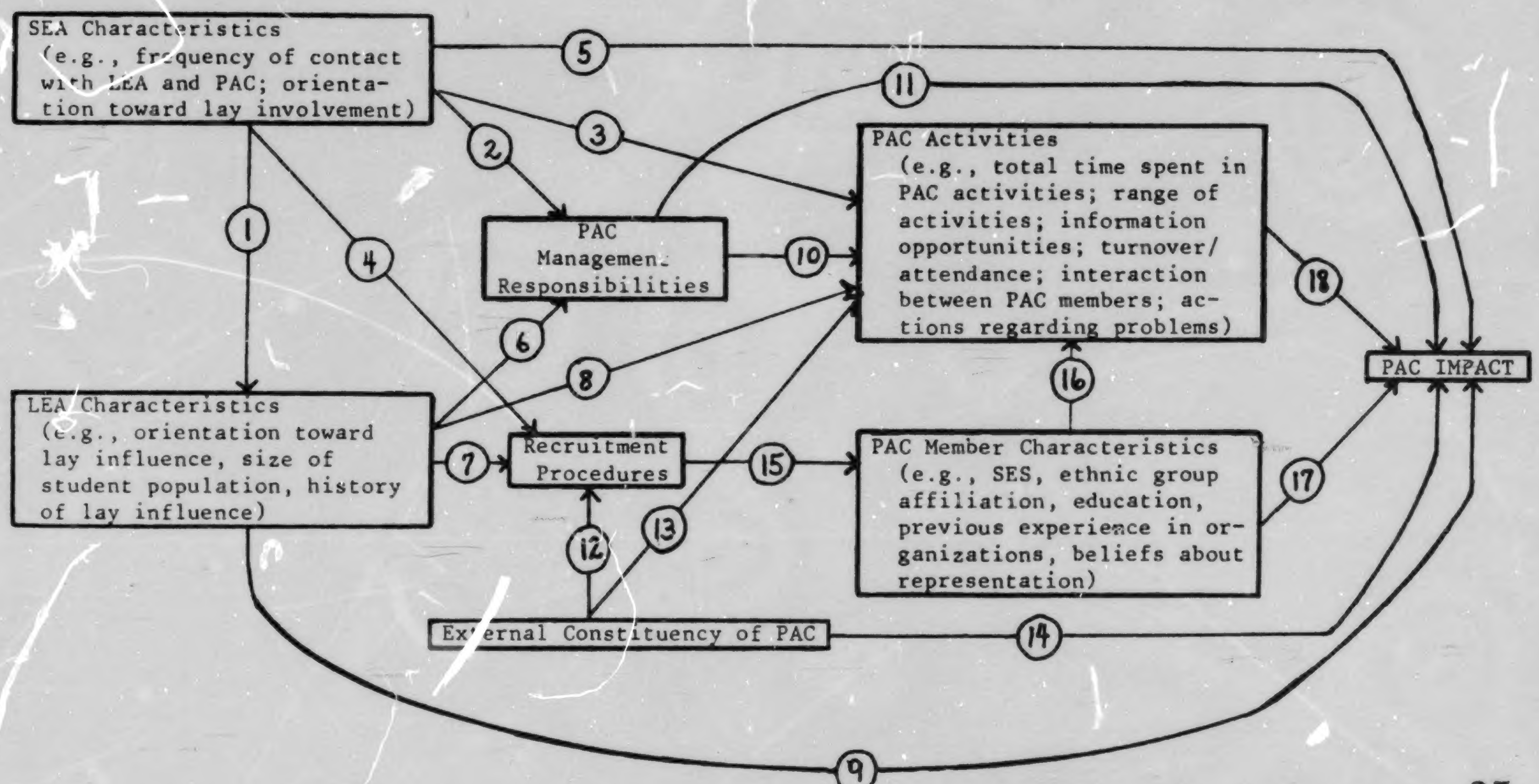
The term, impact, has been used numerous times previously in this report. Hence, it is critical that its definition be given serious consideration.

For many social scientists, impact is synonymous with the demonstration of power. Thus, one option for obtaining a definition of impact would be to investigate the vast literature on power.

One of the forefathers of sociology, Max Weber, once wrote, "'Power' is the probability that one actor within a social relationship will be in a position to carry out his own will despite resistance, regardless of the basis on

Figure 2-1

PATH MODEL
ILLUSTRATING RELEVANT VARIABLES IN
RELATIONSHIP OF SEA, LEA, AND PAC
TO ONE ANOTHER


SEA Characteristics
(e.g., frequency of contact with LEA and PAC; orientation toward lay involvement)
LEA Characteristics
(e.g., orientation toward lay influence, size of student population, history of lay influence)
PAC Management Responsibilities
Recruitment Procedures
External Constituency of PAC
PAC Activities
(e.g., total time spent in PAC activities; range of activities; information opportunities; turnover/attendance; interaction between PAC members; actions regarding problems)
PAC Member Characteristics
(e.g., SES, ethnic group affiliation, education, previous experience in organizations, beliefs about representation)
PAC IMPACT
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which this probability rests."[29] Weber's conceptions have been echoed by students of community power, e.g., Robert Dahl, who wrote, "A has power over B to the extent that he can get B to do something that B would not otherwise do."[30]

Since the focus of this study is on PACs, school districts, and decision-making within them, this definition of power, as presented by a well-known researcher in the field of community power, might seem particularly relevant. Indeed, one writer on the subject of Title I PACs implicitly adopted Weber's and Dahl's conceptions. After describing Stearns and Peterson's model of parent participation linking community understanding, program adaptation, and parent fate control to one another and to children's achievement levels,[31] Chong writes:

> There are some readily apparent problems with the reasoning behind this model, especially in respect to student achievement as a dependent variable. A fundamental problem with the applicability of the model is that it is limited to particular organizational circumstances and is based on unrealistic assumptions. The model is limited to situations in which parents, in collective decision-making roles--such as parent advisory councils--have both the opportunity to make decisions which will change educational programs and the actual experience of having made decisions which result in changes in program policy or operation.
>
> Unfortunately, few Title I PACs have either the opportunity or experience of creating change in their school district's Title I program. Except through judicial channels, the opportunity for PACs to influence Title I programs is very limited.[32]

He goes on to summarize a typology of parent involvement roles developed by the Recruitment Leadership and Training Institute: (1) placation, (2) sanction, (3) information, (4) checks and balances, and (5) change agent.[33] Chong asserts that the primary roles practiced by PACs are the placation and sanction roles.[34] In light of his earlier discussion, participation in such roles would result in little if any impact by the PAC on the program.

While it is CPI's perspective that changes brought about by PACs--exhibitions of Dahl's conception of A getting B to do "something that B would not otherwise do"--certainly constitute one form of impact, CPI has held from its contract initiation that impact should be more broadly defined. For one, definitions of power such as that set forth by Dahl have been used in assessments of community power to pertain to those actually responsible for making decisions.[35] By regulation, as noted above in this report, PACs do not have such responsibility; they do not have the regulatory authority to block school system staff in their actions, much less the authority to insist, in a more positive sense, that their views prevail over those of LEA personnel.

For another, as Domhoff (in discussing Lukes' work) notes, "(One school of thought), of which Dahl and most power structure researchers are members, defines power in terms of conflicts among groups or individuals."[36] While conflicts between PACs and LEAs have occurred, attention solely on conflict omits from consideration the role PACs may have in non-conflict situations. To be sure, conflicts between PACs and LEA staff have occurred; the quotation from Carpenter's work, set forth in the above section on "Implications," gives indication of that fact.[37] But non-conflict relationships (at least situations not involving overt conflict) appear to have been more the norm.[38] The inputs of PACs under these conditions to the Title I program would be ignored by adoption of the definition of power traditionally used by researchers of community power structure.

As a result of these and other difficulties in the definition of power in community power research, CPI turned to another set of literature pertaining to power and related phenomena. It was found that treatments of the term, influence, were more applicable to the study of PAC impact.

D'Antonio and Form studied leadership and decision-making in El Paso, Texas, and Ciudad Juarez in Mexico. The content of their study is not important to the present endeavor, but their discussion of power and influence is:

> Power has many meanings, but for our purposes it refers to the ability to control the decision-making process in the community. While force or the threat of force may occasionally be applied to secure control, this is rarely the case in community decision-making. Most often, control is exercised as part of the legal or traditional rights of a person, office, or group. This type of control is known as authority and it involves the acceptance of the legitimacy of control on the part of those who obey. Although sanctions are not generally applied to secure adherence to authority, they are always there in the form of ability to affect the economic or social status of persons and groups, positively or negatively. Less obvious than force or authority is that more subtle phenomenon of power manifested in the willingness of people to obey others who lack formal authority. They obey because they have respect of esteem for or fear of the person, office, or group. This type of power is called influence. . . . It may be partially derived from a position of authority, but it is not limited thereby. It is a more personal kind of power, manifested for example in knowledge, charm, persuasiveness or wealth. People who have such influence have been traditionally called influentials. An influential may or may not be a formal authority leader. For us the influential is a person who is capable of significantly affecting the decision-making process in the community. His will may not always prevail, but his views are usually considered before a final decision is reached.[39]

Agger, Goldrich, and Swanson, in The Rulers and the Ruled, present a complementary discussion:

> Political influence focuses on the impacts that political participants have upon the political behavior of others. The actions of influential participants are, at least in part, politically inspired and are taken into account by those who are affected by these actions. . . . The significance of an act may . . . depend on what other acts and messages these individuals are receiving. Attaching significance means minimally that an act reaches another who takes it into account. . . . The term "political influence" is limited to acts intended by a political participant to affect someone else's political participation; these acts at least affect the other individual's attitudes, whether in the direction intended by the political participant or not. The participant's impact on the other individual's attitudes

> may or may not be successful in affecting the latter's overt actions. The impact may be too weak or it may be overcome by other impacts and factors. A single act of a political participant may influence some in one way, others in a different way, and still others not at all. An assessment of political influence requires, then, at least a double referent: the acts of a participant and the impacts of those acts on others.[40]

Agger, Goldrich, and Swanson's focus is, like ours, on decision-making--a review of an existing decision or an entirely new decision to determine whether conditions should remain the same or be changed. Influence will not necessarily have a bearing on a decisional outcome, from their perspective, for influence is a property of the individual. A decisional outcome is the result of the exercise of power, a property of a collectivity (in our case, the PAC and the LEA). As the authors note, "Political power depends not only on a participant's political influence with other participants, but also on his position in a chain of events culminating in a decisional outcome."[41] Using the building of a house as analogous to decision-making, they go on to say:

> If a house is completed--the decisional outcome of interest here--as a result of such joint efforts, we would conclude that all who had a hand in the building process shared political power, even if they had different degrees of political influence.[42]

Translating the perspective to Title I PACs, we might say that PACs have impact (1) to the extent that they engage in activities that indicate or appear to indicate their views and (2) to the extent to which their views are taken into account in decision-making. Such a definition is more realistic than ones traditionally associated with the study of power in that it takes into account the advisory (rather than authoritative decision-making) role that Title I Parent Advisory Councils play. In addition, the definition derived from a reading of D'Antonio and Form, Agger, Goldrich, and Swanson, Merton,[43] and others allows some freedom in the kinds of conditions surrounding decision-making in Title I. For instance, under the definition, the decisional outcome may be either the maintenance or change of the Title I program aspects reviewed in the decision-making process. The process may be initiated by the PAC or by LEA staff. The PAC may or may not actively participate in a particular decision-making process; if their viewpoint has been communicated at some previous point in time and/or if a viewpoint is assumed to exist and is taken into account by the LEA staff formally charged with the responsibility for decision-making, the PAC still has influence and impact. Last, since the definition is tied to decisions, it allows for a multidimensional view of impact wherein in certain areas and decisions the PAC may have great impact and in others virtually none.

The definition also allows us to determine what impact is not. If the PAC does not act in such a way as to communicate a point of view, there is no impact. If a point of view is communicated but is not related to a decision or action on the part of the LEA, there is no PAC impact on the decision. If a point of view is expressed and is related to a matter being reviewed, but that viewpoint is completely ignored by LEA staff, there is no PAC impact. Hence, merely engaging in activities is not enough for the PAC to have impact or exercise influence. The PAC's activities must communicate to the formal decision-makers a point of view which is relevant to and taken into account in given decisions.

In treatises on power, it has been noted that the exercise of influence is sometimes difficult to determine.[44] For instance, suppose a Title I Coordinator were making a decision about some area of Title I, did not actually consult with the District PAC, but said to himself/herself, "I'm sure the PAC would like what I'm thinking about doing." Even if the Title I Coordinator decided not to carry out or implement the action, under the above definition, the PAC would have had impact.

Obviously, in this study it was not possible to "crawl into people's heads" to determine if the PAC's point of view was taken into account in all decision-making regarding Title I. Instead, CPI, employing the decisional approach used in the study of community power, decided to investigate at least the most extant situations where impact might be exhibited. Such situations included those reported by respondents to involve (1) a review of Title I aspects and (2) the expression of ideas by the PAC about the Title I aspects under review.

PAC Activities

The definition of impact set forth in the preceding paragraphs shows activity on the part of the PAC to be inextricably linked, though not synonymous, with PAC impact. Hence, in this study, we must explore this antecedent to impact.(Arrow 18 in Figure 2-1).

The Parent Advisory Council constitutes a voluntary association, and, as Hausknecht has written:

> By uniting in a voluntary association, those with common interests strengthen themselves in the struggle for the enhancement and protection of those interests. Association members are more easily made aware of their interests, and they formulate appropriate opinions with respect to specific problems they face. Once these opinions have been crystallized the association facilitates the spread of the opinion so as to influence others. The association, then, is a means for involving the individual in the social and political processes of the society. Hence, as an association member the individual has another source of exposure to and contact with what is occurring in the larger society. The association, therefore, may be said to have consequences of an educational nature. It provides factual knowledge of events; tends to promote insight into and understanding of the significance of events; and a knowledge of, as it were, the mechanics of government and society generally. Since the association is part of the political and social processes of the society it may also help train future social leaders and serve as a channel for their emergence into the society.[45]

One might, extrapolating from Hausknecht's thoughts, infer that PAC members will gain the knowledge the regulations specify they should have about Title I not only through the formal training and materials they receive (see discussion of SEA and LEA support below), but also from their sheer participation in the PAC. As Marris and Rein have articulated so effectively, it is the receipt of knowledge and understanding that underlies significant participation in organizations and, in turn, impact.[46]

It follows, then, that activity increases with knowledge and knowledge increases with activity.[47] The more knowledgeable activity that is undertaken, the greater the likelihood that the organization will have impact.

On this basis, CPI hypothesized that the more time PAC members spent on PAC activities, the greater would be the PAC's impact. Further, CPI hypothesized that the better the attendance at PAC functions, the greater the impact. The greater the amount of turnover, the less the impact.[48] If length of participation bears relationship to knowledge, one might expect that the "repository of knowledge" would be smaller as the rate of turnover increased. Kerr has noted that older members serve as socialization agents for newer ones.[49] The greater the rate of turnover, the fewer the number of socialization agents and the less knowledge available with which to imbue new members.

Finally, the overall amount of impact might be related to the number and range of areas in which PACs are active. For this assertion, we can provide no definitive research findings, only ones that imply it to be a viable one. Yin, et al., for example, have discussed some activities in which PACs might be involved. They found that citizen participation organizations who exerted budgetary influence, engaged in grievance procedures, etc., had more programmatic impact than those who did not.[50] Organizations participating in such activities, we might say, had a broader range of actitivities than those who did not and thus exerted more influence.

PAC Responsibilities

How is it that PACs come to take or not take particular actions, have or not have impact? To answer this question, one must turn to the works of those who have explored the context of social action. Explorers of the context include sociologists of the future, e.g., Polak,[51] Boulding,[52] and Bell and Mau,[53] who have emphasized the role of "imagery."

Boulding defines image on an individualistic level as a person's "subjective knowledge" or what he/she "believes to be true." The economist turned philosopher asserts that this body of knowledge is built from birth through experience and through incoming messages and/or information received from nature and from other human beings. The image held at any one point in time serves to organize the behavior of the individual and to provide a framework for his/her life.[54]

Beyond the individual is the group image, or, in Boulding's terminology, the public image:

> The basic bond of any society, subculture, or organization is a "public image," that is, an image the essential characteristics of which are shared by the individuals participating in the group. . . . We must not suppose, of course, that society has no influence on private, unshared images or that these unshared images have no influence on society. Indeed, every public image begins in the mind of some single individual and only becomes public as it is transmitted and shared. Nevertheless, an enormous part of the activity of each society is concerned with the transmission and protection of its public image; that set of images . . . which is shared by the mass of its people.[55]

With these basic definitions of imagery, it is possible to consider the impact of imagery on action as seen by the sociologists of the future. Polak writes:

> Man's conscious striving to foreknow the future plus his partly unconscious dreams, yearnings, urges, hopes and aspirations for that future, periodically and successively, are condensed, crystallized and clarified into different sets of more or less specific, outlined and projective expectations or ideational goals. Such a set, at its endstage of collective and positive, prospective and constructive development, may be called--introducing a new category of thought for social science--an image of the future.[56]

This image of the future affects the action that one will take. Boulding makes this point in the negative when he states:

> The person or the nation that has a date with destiny goes somewhere, though not usually to the address on the label. The individual or the nation which has no sense of direction in time, no sense of a clear future ahead is likely to be vacillating, uncertain in behavior, or to have a poor chance of surviving.[57]

From Polak's perspective, "The rise and fall of images of the future precedes or accompanies the rise and fall of cultures."[58]

Obviously, in this report, we are not discussing the "rise and fall of cultures." But we can draw on the arguments of sociologists of the future for our analysis of Title I PACs. Translating their thoughts to the milieu in which PACs operate, we can see that PAC members and LEA staff bring with them their own images of the world about them, including views of the school system, Title I, and PACs. For those who have been on or involved with the PAC for a while, the vision of the PAC and its responsibilities is borne of experience, what they are told by others, especially by LEA staff and/or PAC members, and information received through written media.[59] New members of the PAC and LEA staff who have not previously been involved with the PAC form their images through the latter two methods as well as general "life experience."

Through the various forms of communication, LEA staff and PAC members develop one part of their world view that is in many ways most relevant for action and impact. They develop what symbolic interactionists would call roles--conceptions of what the PAC can and should do, i.e., conceptions of PAC responsibilities. Roles are configurations of norms, rules for organizing and carrying out action.[60] If one's conception of his/her role does not include a particular form of action, then in all likelihood, the action will not be carried out unless or until there is a change in the person's conception. Put another way, the narrower the scope of the role, the narrower the scope of action. The broader the conception of PAC responsibilities, the broader the scope of PAC activities.

It has been asserted that if PAC members and similar individuals do not have a clear understanding of and belief in the purpose of the organization, they will not participate actively and may ultimately cease their involvement.[61] People may obtain their understanding through, say, training sessions and written information (to be discussed further under "LEA and SEA Support"). Another way is through formal descriptions of the PAC role in Title I, e.g., through by-laws. Thus, CPI hypothesized that the existence of by-laws, especially ones which were specific regarding PAC responsibilities, would facilitate as well as circumscribe LEA staff's and PAC members' understanding of the PAC's purpose. If by-laws did not exist, the purpose might not be as clearly understood; in line with Boulding's and Polak's thoughts, the PAC would, in turn, be less directed and active, and the PAC would have less impact.

Of course, the mere existence of by-laws, even specific ones, would not necessarily be correlated with the amount and scope of activity and impact. People must internalize the norms for their behavior. The greater the amount of time on the PAC--the greater their experience with the PAC--the greater the internalization. Hence, we would expect that the formal term of membership--the amount of time PAC members are "expected" to serve or "responsible" for serving--would have a positive correlation with amount of activity and impact.

How does one determine the internalization of the role? One way is simply to ask individuals to specify the purposes of the PAC as they see them. In asking people what they believe the PAC should do, one should ascertain the image they hold that might underly action.

In turn, to determine the relationship between the image and action, one might draw on the thoughts of Polak. Polak discussed a number of aspects of one's image of the future, but important for our analysis is his discussion of the dimension of "influence-optimism" and "-pessimism." From Polak's perspective, one's image of the future carries with it a reflection of the image holder's beliefs about his/her ability to influence what is expected to occur. If one sees himself/herself as active in making the image of the future come true, he/she is influence-optimistic. If the person does not see himself/herself as active, he/she is influence-pessimistic. Futurologists assert that people are more likely to act in a concerted way if they are influence-optimistic.[62]

For PACs these theoretical assertions would mean that they would engage in more advisory capacities in design, implementation, and evaluation if they saw themselves functioning in that mode in the future, if they conceived their responsibilities to include such activities. If they saw themselves in more passive roles--e.g., just being recipients of information about Title I--they would be unlikely to engage in such advisory behavior. The more "active" the conceptions of responsibilities, the more activities PACs will perform.

The images held by PAC members about their responsibilities are crucial, but so are the images held by LEA staff of the PAC's responsibilities. The LEA staff, as will be discussed further below, communicate their expectations to the PAC as to the responsibilities to be performed. This contributes to the images PAC members hold of their duties. (In symbolic interactionist language, the LEA staff become the generalized other.[63])

Indicative of the influence orientation that might be held by and toward PACs would be the role allocation in such basic PAC operations as setting the time, place, day, and agenda for meetings. Such responsibilities do not relate directly to the Title I program, but rather to the assumption of responsibility for organizational operations. If the PAC assumes such responsibilities, then it may be more likely to undertake the advisory actions designated in the Title I regulations. The less responsibility the PAC assumes for its own organizational operations, the less it can be expected to engage in design, implementation, and evaluation activities and have impact on the Title I program.

In sum, the above paragraphs illustrate the relationship between PAC responsibilities and the PAC's activities and impact (Arrows 10 and 11 in Figure 2-1). The more authority or responsibility the PAC has, the greater the participation within it and the greater the impact.[64]

PAC Member Characteristics

A collectivity such as the PAC is comprised of individuals, each of whom brings his/her own set of personal characteristics to bear on Title I related matters. Hence, CPI believed that an exploration of these characteristics, analyzed on an aggregate basis, was essential. Given the literature on participation, it was believed that PAC membership characteristics would have an effect on the PAC's activities (Arrow 16 in Figure 2-1) and the impact of those activities (Arrow 17).

CPI began its exploration by perusing the literature on voluntary associations. In this literature a good deal of attention is focused on the demographic characteristics of individuals belonging to such organizations. For instance, socioeconomic status (as indicated by such factors as occupation, educational attainment, and/or income) has had a positive correlation with membership.[65] The kinds of organizations joined vary by socioeconomic status as well, with the upper strata more likely to belong to instrumental organizations and the lower strata more likely to be involved in expressive organizations.[66] Some literature has shown that in general whites are more likely than blacks to join organizations.[67] Of course, when the effects of social class and related factors are controlled, blacks are more likely to join, particularly if they derive from low-income levels. In the past few years, this difference has been attributed to a greater identification by blacks with an "ethnic community" and a concomitant view of participation in organizations as a way of collectively dealing with "an alien environment and problems forced on them by the majority."[68]

Data have also shown that individuals living in medium-sized cities are more likely to join voluntary associations. People in metropolitan areas, it has been explained, have other diversionary activities available to them; although individuals in rural areas, by comparison with their urban colleagues have rather significant participation levels, their participation is slightly lower, perhaps because there are fewer organizations to which to belong.[69]

It has been found that men and women have approximately equal likelihoods of joining organizations, but the kinds of organizations they join differ. Especially important for our analysis is the greater propensity of women to join civic organizations, including school organizations such as the PTA. This pattern has been explained in terms of sex roles; women, it has been advanced, because their role is one of "support" for family members, join organizations consistent with the supportive function. The PTA and other school organizations are classified as serving such a function.[70]

Age is also correlated with organizational membership. Those under the age of 25 participate only in small percentages. Between the ages of 25 and 55, participation increases significantly, but after the age of 55 it declines. Looking at type of organization joined, however, we see that participation in civic organizations is the province primarily of those between 21 and 55. This pattern has been explained in terms of familial roles. People will join school organizations, for instance, during their children's school years.[71]

These findings perhaps help to explain patterns of behavior that might exist in recruitment of PAC members. That is, they might provide some indication of the motivations underlying joining or not joining the PAC. The majority of Title I PAC members are women. A significant portion (greater than the proportion they represent of the total American population) are black. Many derive from lower-income groupings. Many would fall in the age group most prone to engage in organizational participation inasmuch as they would be parents of school-age children. Given the data on the effects of community size on membership, we would expect LEAs not located in metropolitan areas to have an easier time recruiting and maintaining membership.[72]

But what would be the impact of these variables on activities and PAC impact? It was decided that only one relationship might be explored in this study--the effects of socioeconomic status, especially as indicated by educational achievement. The relationship of sex and age was not to be explored as it was not expected that the PACs would differ significantly across districts on these dimensions. Furthermore, the literature was too limited to hypothesize a particular direction of relationship. The number of school districts to be studied was too small to allow for a comparison on the urban/rural dimension. Last, the effects of ethnic status, it was believed, could not be asserted and discerned with clarity. A multiplicity of factors would enter into the interpretation of the relationship--general racial relations in the community and school system, the motivations of individuals involved in the PAC, the orientations of LEA staff toward non-majority members, the degree to which Title I PAC activities were seen in a civil rights light, and the previous experience of PAC members in handling civil rights issues (if their activities were interpreted in such a light). Any or all of these factors would constitute intervening variables in the relationship between the ethnic makeup of the PAC and its activities and impact. Although CPI decided to ascertain the ethnic affiliation of at least the PAC chairpersons and most active members (at the district level) for possible exploration of a relationship, it was questionable from the beginning of the study whether or not time on site, number of sites, and differences in PAC ethnic makeup would allow such exploration.

Examination of the relationship between socioeconomic status and PAC activities and impact was also problematic as again there was no guarantee that there would be differences across the LEAs in the socioeconomic character of their PACs. But at least, unlike for the other demographic variables, the literature gave some indication of the potential relationship. Further, there seemed to be fewer complicating intervening variables. It seemed fairly clear that the higher the overall socioeconomic status of PAC members, the more active the PAC and the greater its impact.

This hypothesis derives from a rather significant amount of literature on the relationship between social class and community participation and interactions with the bureaucracy. Literature on the former relationship shows higher-income people to be more active in organizations similar to the PAC.[73] The literature on the latter relationship is symbolized by the work of Sjoberg, Brymer, and Farris. They postulate that lower-income groups are at a disadvantage in dealing with the bureaucracy because they generally lack the skills to do so.[74] There is a lack of knowledge of "bureaucratese" which includes not only the particular terminology used in the conduct of bureaucratic business, but also the manner and timing of the use of the terminology. There is also a lack of knowledge of the rules, structure (formal and informal lines of authority), flow of information, etc.

This is not to say that all lower-income individuals lack the knowledge and skills to cope effectively with bureaucracy.[75] Rather, it is to say that the likelihood is greater that the PAC will have more knowledge and skills available to it initially to carry out its mandated activities the more its members derive from the upper echelons. If Fantini, Gittell, Magat, and others are correct, the school district will also be more likely to take the PAC's opinions into account in decision-making the higher the socioeconomic standing of its membership, thus increasing the PAC's potential for impact.[76]

Over the years, there has been considerable discussion of the relationship between another quasi-demographic matter and participation in organizations such as the PAC. The discussion has centered around the percentage of membership that should be comprised by constituents, in our case Title I parents. Yin, et al. have found that the percentage that constituents represent of citizen participation organizations is not correlated with the organizations' impact.[77] CPI decided, however, that, because the matter had been given as much attention in the literature as it has since the 1960s, the matter should be investigated in its study.

Demographic characteristics of the membership are not the only ones that might be related to PAC activity and impact. For instance, members' previous experience in organizations might be related. Such previous experience might be indicative of a "community-regarding" or "public-regarding" perspective, in the words of Banfield and Wilson.[78] The authors assert that individuals with such perspectives are likely to have a large number of organizational skills and resources upon which to draw. Yin, et al. found that citizen participation organizations were likely to have more impact if their members had had previous experience in similar organizations.[79]

Another factor entering into the PAC's activity and impact would be a social-psychological one--the members' orientations toward their role. Zeigler and Jennings have conceptualized orientation in two categories, informed delegate and trustee. A delegate is one who attempts through his/her actions to represent the predispositions of the constituents. A trustee is one who relies on his/her own best judgment in making decisions and acting.[80] According to Crain, the trustee will be influenced by LEA staff who provide him/her with the information used to make judgments. In this sense, PACs adopting a trustee role might be more likely to be coopted by the LEA.[81] The effects this development would have are unclear. But one might advance that individuals adopting a trustee orientation in a school district not supportive of PAC participation in Title I would be less active and have less impact.

PAC Recruitment Procedures

The character of the PAC's membership was expected to be affected by the manner in which the members were recruited (Arrow 15 in Figure 2-1). The regulations for Title I PACs leave the recruitment method fairly open. While it is fairly lengthy, a quotation from Yin, et al. demonstrates the importance of the various kinds of selection procedures--election, appointment, and self-selection--for the demeanor PACs might take in dealing with the program:

> The data suggest that appointment of citizens is the weakest method. . . . Because those appointing tend to choose citizens already known as prominent or outspoken figures, this process seems less likely to

> help develop skills for participants not previously involved in community activities. The dangers of cooptation are quite great, as individuals friendly to the wishes of management of the services are frequently chosen. In either event, less than one-half of the cases using appointment procedures were successful in influencing the program, compared to 60 percent of those relying on election and self-selection.
>
> Both self-selection and appointment have limited impact on the broader community, probably because the process of selection goes on with little fanfare. Where only 30 percent of the cases relying on appointment or self-selection had a unifying effect on the community, 81 percent of those using elections had a similar positive effect. Self-selection is somewhat better than appointment, however, in that individuals with widely differing views can express them and take active roles in the organization's activities. But just as appointment leads to citizens that are too passive, self-selection opens the door to ephemeral and/or rancorous participation. Even when it is structured so that the citizens are informed and cooperative in attitude, the potential abuses are evident to the professionals and managers of the services, making implementation difficult.
>
> The data therefore suggest that election mechanisms appear to be the most desirable. One reason may be that elections are almost the only way to establish the fact that a few citizens represent and speak for a larger number of citizens. General elections are not always successful, however, because the turnout is frequently quite small, raising questions about the legitimacy of the elected representatives. . . . (E)lections within constituent organizations, or among delegates or organizations may well be the best form among the many election procedures available.[82]

What is implicit in the above quotation is a relationship between the form of recruitment and the orientation PAC members might take toward decision-making. In the section on membership characteristics, the trustee and delegate orientations were discussed. Mann has noted that the trustee role is less prevalent in groups that are elected.[83]

External Constituency of the PAC

The Title I PAC represents one part of an organizational milieu--not only within the educational structure, but also in the community at large. Thus, it is necessary to take into account the relationship between the PAC and other organizations that might constitute a kind of external constituency for the PAC. The literature relevant to PACs indicates that other community organizations might have an effect on the recruitment of PAC members, their activities, and impact (Arrows 12 through 14 of Figure 2-1).

In the section on recruitment, for instance, it was noted that appointed groups are in danger of cooptation by those who appoint them. But this assertion assumes that the appointees and appointers operate in a kind of vacuum; this is not always or perhaps even usually the case. Rosentraub has noted that other community groups may affect recruitment. His discussion focuses on the role of the groups in the appointment process. He describes how the groups may lobby to have particular individuals appointed who might not otherwise have obtained a position on a decision-making board (or, for our purposes, on a PAC). The individual for whom the community groups lobbied may, in turn, become outspoken figures in behalf of the community groups, lessening the chances of cooptation.[84]

Through their role in recruitment, external organizations may have an indirect impact on the orientations of PAC members. It will be recalled that, according to Mann, elected members tended to function less in a trustee role. Mann also found the trustee role was less predominant when there were "active and independent community-based educational interest groups."[85]

Just as consideration of other organizations' actions complicates discussion of PAC recruitment, it complicates discussion of PAC activities and impact. That is, organizations may play widely different roles in PACs.

On the one hand, community organizations may provide resources on which the PAC may draw for assistance.[86] They may provide a kind of institutional base to facilitate action and counter or match the bureaucratic strength of the school system.[87] Gittell and Hollander have reported how important the existence of vocal community groups is to having school systems take into account the perspectives of citizens and parents and institute at least minor change in their procedures.[88] Complementing assertions by Gittell and Hollander and others[89] are those by Steinberg:

> When (our study of parent-initiated reform efforts in a heterogeneous New York suburb) began (1968), the educational program was controlled by school professionals. Parents who wanted educational innovations were in turn controlled by a conservative PTA and local building principals. Following two school budget defeats and parent complaints about the nonresponsive system, the administration created a new channel for parent input to establish "educational goals and plan innovations." All six of the districts' building principals resisted parent influence, forcing those who were interested in promoting specific reforms to organize independent groups. While the parents could not get established community groups to endorse the innovations, membership in these various groups provided recruits and indirect support for ad hoc groups. One explanation for the board's response to the parents' interests was the threat of budget defeat. The successful groups were all led by parents who had extensive interpersonal networks (strong and weak ties) throughout the community. Without strong support from the school parents, the board had learned from experience, it was unlikely to get the budget passed.[90]

On the other hand, involvement by other community organizations can have a disruptive effect on the operation of PACs. If PAC members represent or are perceived to represent organizations that have divergent and conflicting points of view, then agreement on issues and unified action may be difficult to come by. A number of authors have noted that such groups usually accomplish very little.[91] As well, individuals may decrease their involvement because they reject others' politics and/or adamant or militant views.[92]

The kind of impact outside organizations might have on Title I Parent Advisory Councils could not be specified with certainty at the outset of CPI's study. The literature reviewed, however, suggested that whether or not there were connections between the PAC and such organizations and whether or not such organizations had a unifying and strengthening or disruptive effect on the PAC should be investigated.

SEA and LEA Support for PACs

One of the basic relationships to be explored in the study was that between the SEA and LEA support for PACs on the one hand and the PAC management responsibilities, recruitment procedures, activities, and impact on the other (Arrows 1 through 9 in Figure 2-1). Since PACs have come to exist through the efforts of state and local education agencies, it was only logical that LEA and SEA support should be prime independent variables.

CPI hypothesized that the SEA would have impact on the character of PACs. It should be noted, however, that the literature by no means unilaterally supports this view. Some of the literature appears to adhere to a rather bureaucratic interpretation of the role of the state in what happens at the local level.[93] That is, since the state allocates funds to the districts for Title I and since under the federal regulations the states are assigned the duty for monitoring and enforcement of the regulations, then the LEA and its PACs will be affected by the state education department's orientations toward PACs. Other literature takes a different point of view. For instance, a National Institute of Education report indicates that SEAs have played a rather weak role in the administration of the Title I program. Enforcement of federal program regulations, e.g., those pertaining to PACs, has been problematic because of the nebulous scope and depth of SEA authority as spelled out in regulations pertaining to SEA administration.[94]

The importance of the role of the local education agency is more consistently supported. Guttentag, for example, made a comparison between Harlem community controlled schools, Harlem schools not under community control, and suburban schools in New York in terms of their parent involvement. The number of visitors to the community controlled schools, where citizen involvement was encouraged, was significantly larger than for the other two groups of schools. More parents made classroom visitations. More were active in school programs; they communicated more frequently with teachers and took responsibility for part of the school program. Fewer parents in community controlled schools came simply because of children's behavior problems.[95]

Guttentag's work implies that an atmosphere conducive to parent involvement will result in increased parent involvement. Specific factors in the relationship also appear to increase involvement. For example, the allocation of funds specifically for parent involvement and PACs appears to result in a more active and effectual PAC,[96] especially if the funds are under the PAC's control.[97] The funds might be used for staff under the control of the PAC; it has been suggested by some that the presence of technical expertise increases the understanding of more unknowledgeable members of advisory committees and results in more directed and effective action.[98] The general idea underlying some of this literature is that to work actively and to have impact, members must receive information, through training or written materials. This was perhaps the reasoning behind the number of regulatory provisions for Title I PACs pertaining to the provision of information. The authors of those provisions may have had the same kind of orientation as Fantini, Gittell, and Magat, who wrote:

> As to the qualifications of low-income, poorly educated parents to engage in educational decisions, the question should involve not what parents know now about the technicalities of education, but what they can come to know. That they want to know is suggested by the few instances in which they have become more or less equal partners in the process. Indeed, the processes of training of, and participation by, parents and community residents fulfills one of the tenets of American democracy: the existence of an informed electorate. Participation affords direct knowledge and facilitates understanding and insights far more effectively than attempts to learn and understand from a distance. Experience is the great teacher. One of the surest guarantees that parents and the community will govern responsibly is the fact that they will be able to know the education process from the inside, through personal involvement. They are less likely to be susceptible to propaganda, personal charisma, and other diversionary political devices that are common in elections in which the voter's knowledge of the issues is distant and rarely touched by personal exposure.[99]

The above paragraphs about the role of LEA and SEA support in the recruitment, responsibilities, activities, and impact of the PAC are not meant to imply that such support is the be-all and end-all of PAC involvement in Title I. The other variables discussed in the preceding pages show such a conclusion to be highly questionable. A number of authors have noted the kinds of factors that prevent advisory groups from playing integral and meaningful roles in the programs with which they work, even when program managers and staff encourage their participation.[100] The point is simply that PAC aspects and operations will be affected by the degree of support offered to it by the educational system as well as by its own membership's qualities and external ties.

But how does one operationalize the concept of "support"? This question was answered for the purposes of this study during Kirschner's contract. As will be discussed further in Chapter III of this report, Kirschner devised interview guides to select high, medium, and low support SEAs and LEAs.[101]

Kirschner devised scales to rank SEAs in terms of their support of PACs. Points were assigned for particular responses to the questions on the interview guide for SEA Title I Coordinators. Kirschner staff noted:

> The underlying premise of the index is that a state that provides the minimal level of activity in the area of PACs, such as merely looking for the existence of PACs in all LEAs with Title I programs, is a low support state. States that go beyond the federal requirements and initiate SEA activities in support of PACs that are not required by law are considered to be medium or high support states. The distinction between medium and high support states is, thus, in the number of activities initiated.

As operationalized by Kirschner, a prototypical low support state would be one that had no state PAC, did not distribute information relevant to PACs, provided no technical assistance to PACs, prepared no clarifying written documents for PACs, and prepared no regulations in addition to those provided by the federal government. Such a state would gather only superficial information about the PAC on monitoring trips (e.g., would simply conduct a head-count of PAC members), would budget no money specifically for PACs and would not require

LEAs to do so, either, and would have no special person assigned to coordinate PACs throughout the state.

A prototypical high support state would be one that had a state PAC that would perform at least six of the following kinds of activities: (1) advise the state on the content or nature of the state Title I program plan, (2) facilitate communication between local PACs and the state Title I office, (3) serve as a liaison for the national organizations involved with PACs, (4) assist in evaluations of local Title I programs, (5) serve as a grievance board for handling PAC complaints from the local level, (6) coordinate input from all parties concerned with the development of the state Title I application, (7) conduct leadership training for LEA PAC members, etc. Such a state would also distribute at least three kinds of information relevant to PACs, e.g., a calendar of state events regarding Title I and PACs, OE or state regulations for Title I or PACs, stories of exemplary PACs, etc. Technical assistance would be provided on request and/or on a scheduled basis at the state in workshops or conferences as well as during on-site visits to the LEAs. Two or more documents and/or audio-visual presentations would be developed to clarify the meaning of federal regulations pertaining to Title I. The SEA would develop three or more regulations regarding PACs. Monitoring would be fairly comprehensive; for example, PACs would be required to have sign-off on the LEA Title I application, monitors would attend a PAC meeting, and/or a PAC member would be invited to participate in a monitoring trip. The state would also budget money specifically for PACs or PAC activities, and a person other than the SEA Title I Coordinator would be specifically assigned to coordinate PAC activities across the state.

A prototypical medium-support state would be one that had a state PAC, but that state PAC would perform fewer than six of the kinds of activities described above. Such a state would disseminate only one or two kinds of information. It would give technical assistance only on request or during visits to the LEA. It would develop one document to clarify the meaning of regulations. It would prepare one or two regulations for the operation of PACs. While the SEA itself would budget no money for PACs, it would require or encourage the LEA to do so. Last, coordination of PACs would be shared among SEA supervisory staff--neither be centered in the position of the SEA Title I Coordinator nor be assigned specifically to one Title I supervisory staff member.

Of course, very few SEAs would fit these prototypical conceptions of variations in support of PACs. The vast majority would vary from one dimension to another. The prototypes are presented here, nevertheless, to provide an understanding of the bases for classification of SEAs in the study and to provide meaning to assertions that variations in support at the state level would affect LEA support as well as recruitment procedures, responsibilities, activities, and impact of the PACs themselves. Although the categorization of SEAs might seem somewhat arbitrary, Kirschner did investigate areas that are crucial to the discussion of support from the state level: (1) the existence of a state PAC, (2) dissemination of information, (3) the provision of technical assistance, (4) the development of clarifying material, (5) the development of additional regulations pertinent to PACs, (6) the conduct of monitoring, (7) budget allocation for PAC operations, and (8) the assignment of SEA staff for the coordination of PAC activities across the state.

A similar index was developed by Kirschner to calculate the amount of support provided by LEAs for PACs, as reported in interviews with LEA Title I Coordinators. A prototypical high support LEA would be one whose District PAC had a set of by-laws. The members would be elected by Title I parents for terms of two years or more and meet monthly, at which time at least 75 percent of the membership would attend. The PAC would have subcommittees to perform various duties and have a line item in the LEA's Title I application for its operation. The budget allocation would cover a number of matters from babysitting to out-of-town travel. The LEA would provide the PAC with a significant number of materials as well as provide more than a day's formal training to PAC members for the performance of their functions. A specific person aside from the Title I Coordinator would be assigned the job of coordinating PAC activities and spend more than eight hours a week doing so. The PAC would engage in numerous activities pertaining to planning (including sign-off on the Title I application), implementation, and evaluation.

From Kirschner's index, the prototypical low support LEA would logically follow. It would be one in which there would be no PAC by-laws. The members would be appointed by LEA staff and would serve terms of less than two years. There would be no subcommittees and less than 75 percent of the membership would attend meetings, which would be held quarterly or less frequently. There would be no Title I funds allocated for PAC activities, no training or materials provided to PAC members, no Title I staff member assigned the job of coordinating PAC activities. The PAC would play virtually no role in the design, implementation, or evaluation of the Title I program.

These descriptions specify two ends of a continuum of LEA support. Medium support LEAs cannot be depicted in the same manner as medium support SEAs, for a number of factors pertaining to LEA support do not have midpoints (e.g., a school district's PAC either has by-laws or it does not).

Some of the criteria used by Kirschner for assessing LEA support have proven problematic for CPI's study. More specifically, a number of the criteria refer more to properties of the PAC than of the LEA. These criteria include the percentage of the membership attending meetings and activities related to design, implementation, and evaluation. Even the existence of by-laws, method of recruitment, the existence of subcommittees, frequency of meeting, and term of office--given the length of time PACs have existed in most communities--may be the result of PAC action as much as LEA action. To be sure, the LEA might block or encourage any of these developments, so in that sense actions and structural characteristics of the PAC may reflect a certain amount of LEA support (or lack thereof) for their existence. But the specific amount of support blurs in the demonstration of PAC initiative. Further, it is obvious from the description of dependent variables in the preceding pages that analysis, using Kirschner's index non-reflectively, would entail some tautological reasoning. If, for instance, a measure of LEA support is the amount of activity of the PAC, then we would expect a high correlation between support and the dependent variable, PAC activity.

Because of the literature on support, four of the criteria used by Kirschner would seem more appropriate and less "contaminated" indicators of support--(1) the provision of training, (2) the provision of materials, (3) the existence of a line item in the budget for PACs, and (4) the assignment of a Title I staff person other than the Title I Coordinator to coordinate PAC activities. These actions or lack thereof would seem more indicative of the amount of "investment" made by LEAs in their PACs.

As is noted in Chapter III, the sample of LEAs selected by Kirschner was to be studied in CPI's contract. What would be the implications of reducing the number of criteria for selection to these four? Would there still be differences and variations between the LEAs, and would the direction of the variations be the same as it would with all of the criteria Kirschner used? CPI conducted an analysis to answer these questions. We found that there were still differences and the direction in variation was maintained. Put another way, using Kirschner's index for the four elements representing LEA "investment," the LEAs selected for the sample still fall in their respective high, medium, and low categories. A reanalysis of all 70 of the districts Kirschner initially examined (cf., Chapter III) reveals a generally consistent overlap between CPI's and Kirschner's frameworks for classifying LEAs.[102]

In short, although CPI's conceptions of SEA and LEA support are consistent with Kirschner's, the conception of LEA support is slightly different. When CPI operationalizes the term, we are doing so through a cumulative index involving the provision of training, the dissemination of materials, the allocation of a budget line to the PAC, and the assignment of a Title I staff member to coordinate PAC activities. Such an approach will preclude tautological analyses of the relationship between support and other factors--PAC recruitment, responsibilities, activities, and impact.

Before closing this section, we should make two other notations. First, for the remainder of this report, we shall refrain from using the terms, high, medium, and low support. Such classifications imply an absolutist approach to the discussion of support. Kirschner's classification of the three states ultimately studied by CPI was made by comparing them with 29 other states; the classification of the eight sample districts was made after their comparison with 62 other districts in nine states. If other states and districts had been studied, the bases and nature of classification might have been significantly different. Hence, CPI in an attempt to remind the reader of the comparative character of the classification will use the categories, lesser, average, and greater support.

Second, the reader should note that the discussion of SEA and LEA characteristics will be limited to the question of support. There is a significant body of literature indicating that other characteristics would play a role, e.g., formalization of the state and local educational structures, school system size and centralization, desegregation activities, etc.[103] These characteristics, while important, will not be discussed in any detail in this report because of one or both of two reasons. First, analyzing the role that these attributes might play in PAC functions in the school districts under study would have required far more time on site than could be allowed under the contract specifications and events. Second, interviews with respondents had to be focused on the most essential issues; the length of interview precluded asking many questions about such characteristics of the SEAs and LEAs. Where such information was gleaned and a relationship is indicated, CPI will report it, but in-depth analysis will have to wait until another study of PACs is carried out.

Additional Notes on the Theoretical Framework

Discussion of the theoretical framework depicted in Figure 2-1 implies that PACs are fairly homogeneous in their programmatic scope and that LEA staff in a given school district are going to be unified in their orientations toward PACs.

This is not necessarily the case.

The regulations specify that there must be both District and School-Level Parent Advisory Councils. The District PAC is to be concerned with matters affecting the project's area, whereas the School-Level PAC is to be concerned with matters affecting children in the school attendance area. This very basic difference in scope of concern, it may be expected, will result in differences between District and School-Level PACs.

Just as District and School-Level PAC members have different foci, so, too, do LEA staff. The Superintendent, for instance, has a different set of duties, perspectives, and concerns than the Title I Principal. The Title I Coordinator has a different set of experiences from the Central Office and Title I Staff. the kinds of PACs with whom these individuals interact may differ and the kinds of contacts may differ in terms of content, scope, and relationship.

In short, relationships between the factors depicted in Figure 2-1 may take one form at the district level and another at the school level. Viewpoints on the associations between factors may differ according to the LEA staff position or PAC member position (chairperson as opposed to member, district as opposed to school association).

CPI, in line with the thinking of Mead,[104] takes the position that knowledge derives from exploring a phenomenon from as many vantage points as possible.[105] Hence, in this report a primary part of the analysis will focus on similarities and differences between organizational levels in the school system and between organizational positions of respondents. The variations in perspective on PACs between levels and positions will add to our understanding of the complexities of Title I PAC involvement and impact in the management and administration of the program at the local level.

CHAPTER II
FOOTNOTES

1. CPI approached the problem of disperate and extensive literature by reading widely and sampling relevant materials. Some of the literature searched was that of professional educators. The search began with an examination of the *Education Index* from 1973 through 1978 in which relevant entries under the keywords, "community control," "culturally deprived children," and "parent participation" were all noted. The *Education Index* surveys some 100 journals of interest to professional educators, ranging from the *Harvard Educational Review* to less academically oriented association magazines and bulletins. In addition, CPI reviewed all issues of the following journals: *Harvard Educational Review* from 1973 through 1977; all volumes from 1964 through 1977 of *Urban Education*; *Today's Education* (the official journal of the National Education Association) from 1968 through 1977, and all volumes from 1973 through 1977 of *Education and Urban Society*. These journals represent the variety of literature relevant to educators. The prestigious *Harvard Educational Review* has primarily an academic audience; *Today's Education* is the journal of a professional association; *Urban Education* and *Education and Urban Society* are journals with an applied scholarly bent. As well, CPI reviewed special issues of sociological journals devoted to education--for instance, the December, 1976 issue of *Social Problems* and the September, 1974 issue of the *Social Science Quarterly*. Other issues of these journals, the *American Sociological Review*, and the *American Journal of Sociology* containing articles on education and community participation were also reviewed. Then some of the "classics" in organizational structure, organization of education, community power, dynamics of voluntary associations and small groups, and community participation in education were reviewed.

2. James J. Vanecko, "Community Mobilization and Institutional Change: The Influence of the Community Action Program in Large Cities," in Louis A. Zurcher, Jr., and Charles M. Bonjean, eds. *Planned Social Intervention* (Scranton: Chandler Publishing Company, 1970), pp. 253-274.

3. The Urban Renewal program actually began in 1949, but is often associated with the War on Poverty. For a discussion of the citizen participation element of the program, see James Q. Wilson, "Planning and Politics: Citizen Participation in Urban Renewal," in Jewel Bellush and Murray Hausknecht, eds. Urban Renewal: *People, Politics, and Planning* (Garden City, N.Y.: Anchor Books, 1967), pp. 287-301.

4. Harvey Pressman, "The Failure of the Public Schools," *Urban Education*, 2 (No. 2, 1966), pp. 61-81.

5. For descriptions of the dynamics of community control efforts, see Marilyn Gittell. *Participants and Participation: A Study of School Policy in New York City* (New York: Praeger, 1968); Marilyn Gittell and Alan G. Hevesi. *The Politics of Urban Education* (New York: Praeger, 1969); Mario Fantini, Marilyn Gittell, and Richard Magat. *Community Control and The Urban School* (New York: Praeger, 1970); Marilyn Gittell and Maurice Berube. *The School Elections: A Critique of the 1969 New York City School Decen-*

tralization (Queens, N.Y.: Institute for Community Studies, Queens College, City University of New York, 1971); and Norman I. Fainstein and Susan S. Fainstein. *Urban Political Movements; The Search for Power by Minority Groups in American Cities* (Englewood Cliffs, N.J.: Prentice-Hall, 1974). The expansion of the community control issue outside of non-white schools is indicated in such works as Mary Frase Williams, "School Board Elections in New York City's Decentralized Districts," paper presented at the American Educational Research Association, Special Interest Group on Politics and Education, April 4, 1977; and Scott Cummings, Richard Briggs, and James Mercy, "Preachers Versus Teachers: Local-Cosmopolitan Conflict Over Censorship in an Appalachian Community," *Rural Sociology*, 42 (Spring, 1977), pp. 7-21.

6. See below the section of this chapter on LEA and SEA support for more discussion.

7. Roger R. Woock, "Community Operated Schools--The Way Out?" *Urban Education*, 3 (No. 3, 1968), pp. 132-142.

8. Task Force on Urban Education, National Education Association, "Trying to Find the Pony: Decentralization, Community Control, Governance of the Education Profession," *Today's Education*, 58 (February, 1969), pp. 58-60. Quotation from p. 60.

9. Joseph P. Caliguri, "Will Parents Take Over Headstart Programs?" *Urban Education*, 5 (January, 1970), pp. 53-64. Quotations from pp. 54 and 56.

10. David K. Wiles, "Community Participation Demands and Local School Response in the Urban Environment," *Education and Urban Society*, 6 (August, 1974), pp. 451-468. Quotation from p. 465.

11. Fred Foley, "The Failure of Reform: Community Control and the Philadelphia Public Schools," *Urban Education*, 10 (January, 1976), pp. 389-414.

12. Martin Schiff, "Community Control of Inner-City Schools and Educational Achievement," *Urban Education*, 10 (January, 1976), pp. 415-428.

13. Harl R. Douglass and Calvin Grieder. *American Public Education* (New York Ronald Press Company, 1948), p. 518.

14. *Ibid.*, p. 519.

15. Robert A. Dahl. *Who Governs? Democracy and Power in an American City* (New Haven: Yale University Press, 1961), p. 155-156.

16. Seymour Metzner and Jeffrey Neuman, "The Teacher Auxiliary: Aide or Maid? An Analysis with Annotated Bibliography," *Urban Education*, 3 (No. 4, 1968), pp. 227-240.

17. Melvin Mogulof, "The School as an Opening System: Tactics for Breaching the Educational Fortress," *Urban Education*, 4 (October, 1969), pp. 231-242.

18. Jerry L. Abbot, "Community Involvement: Everybody's Talking About It," *National Elementary Principal*, 52 (January, 1973), pp. 56-59. Quotation

from p. 56.

19. Lucie Cheng Hirata, "Youth, Parents, and Teachers in Chinatown: A Triadic Framework of Minority Socialization," Urban Education (October, 1975), pp. 279-296.

20. See, e.g., George T. Frey, "How One Junior High School Tackled the Problem of Improving School-Community Relations," Today's Education, 60 (January, 1971), pp. 14-17; and John van Willigen, Allyn Spence, and David Sadker, "Parents and Schools: Participation," School and Community, 59 (November, 1972), pp. 21ff.

21. Leonard Douglas, "The Community School Philosophy and the Inner-City School: A Challenge for Citizens and Educators," Urban Education, 5 (January, 1971), pp. 328-335. Quotation from p. 334.

22. Jerry L. Abbot, "How to Promote Community Involvement," National Elementary Principal, 54 (May/June, 1975), pp. 51-55.

23. C. C. Carpenter, "Principal Leadership and Parent Advisory Groups," Phi Delta Kappan, 56 (February, 1975), pp. 426-427. Quotations from p. 426.

24. Marian Stearns and Susan Peterson, "Parent Involvement in Compensatory Education Programs." (Menlo Park, Calif.: Stanford Research Institute, August, 1973; produced under Contract No. OEC-0-72-5016 with the Office of Planning, Budgeting, and Evaluation, U. S. Office of Education, Department of Health, Education, and Welfare, Washington, D.C.). Quotation from pp. viii-ix.

25. Actually, neither Carpenter's nor Stearns and Peterson's work take the extreme points of view that emerged in the community control movement. This may stem not only from their actually having less extreme viewpoints, but also from the fact that PACs, unlike community controlled schools, are federally mandated. Given this mandate, Carpenter et al. would not have taken a stand completely against PACs. By the same token, Stearns and Peterson would not advocate PAC involvement in hiring. Of course, evaluation may affect who is fired or retained.

26. See, e.g., Title I ESEA: How It Works. (Washington, D.C.: U. S. Government Printing Office, 1973, DHEW Publication No. (OE) 73-07104), pp. 22 and 26.

27. Delbert A. Taebel and Mark S. Rosentraub, "Municipal Workers, Local Elections, and Public Policy: A Case Study of Participation and Voting," State and Local Government Review, 10 (May, 1978), pp. 42-50.

28. The path model is set forth only for heuristic purposes. From the initiation of its contract, CPI did not intend to test formally the validity of the model, nor did it plan to conduct a statistical path analysis. The sample of school districts and respondents and the length of the site visits were too limited to allow such a rigorous test of relationships between variables.

29. Max Weber (Talcott Parsons, ed.). The Theory of Social and Economic Organization (New York: Free Press, 1957), p. 152.

30. Robert A. Dahl, "The Concept of Power," Behavioral Science, 2 (July, 1957), p. 202. C. Wright Mills, concerned more with power structure at the national level, advances a similar definition, "By the Powerful we mean, of course, those who are able to realize their will, even if others resist it. No one, accordingly, can be truly powerful unless he has access to the command of major institutions, for it is over these institutional means of power that the truly powerful are in the first instance powerful." See C. Wright Mills. The Power Elite (New York: Oxford University Press, 1956), p. 9.

31. Stearns and Peterson, op. cit., pp. 36-41.

32. Martin Chong, "The Role of Parents as Decision-Makers in Compensatory Education: A Review of the Literature," Attachment A to RFP NIE-R-76-0025 and RFP NIE-R-77-0025, pp. 6-7.

33. Recruitment Leadership and Training Institute, "Community Parity in Federally Funded Programs. A Position Paper." (Philadelphia: Recruitment Leadership and Training Institute, June, 1972; EDRS No.: ED 070-143).

34. Chong, op. cit., p. 10.

35. Excellent discussions of the various approaches to community power may be found in G. William Domhoff. Who Really Rules? New Haven and Community Power Reexamined (New Brunswick, N.J.: Transaction Books, 1978), esp. ch. 4; Charles M. Bonjean and David M. Olson, "Community Leadership: Directions of Research," Administrative Science Quarterly, 8 (December, 1964), pp. 291-300; and Robert L. Lineberry and Ira Sharkansky. Urban Politics and Public Policy (New York: Harper and Row, Publishers, 1971), esp. ch. 5. An explication of all of the issues surrounding the use of the different approaches to the study of community power is unnecessary in this report as CPI's focus was on determining the impact of a particular group on Title I, not on discovering which groups or individuals are regarded as "the" leaders or "the" individuals making the key decisions. The works cited above, however, are useful in various ways to the discussion. Their relevance will be noted as appropriate.

36. Domhoff, op. cit., p. 126. Domhoff discusses the work of Steven Lukes. Power: A Radical View (New York: Macmillan Press, 1974).

37. Carpenter, op. cit.; see also Chong, op. cit.

38. Actually there are very few examples in the literature for professional educators of successful confrontations between parents in general and LEAs, much less between PACs and LEAs. The one successful confrontation by parent groups uncovered in the literature review occurred in an upper-middle-class community in Newark, Delaware. Parents there were concerned that their children were not advancing rapidly enough and demanded a parent evaluation of the middle school in Newark. These parents petitioned the school board directly and received permission to conduct the evaluation. The parents confronted the school district and won, but they

were moderate in several senses. First, they were demanding improved performance of the schools along value lines shared by the educators themselves. Second, it appears that the principal of the school they evaluated moderated the sharpest hostilities and cooperated sufficiently with the parents to enable both parents and school staff to feel some sense of joing enterprise, even though a critical evaluation was being conducted. See D. Hugh Fergeson, "Can Your School Survive a Parent Evaluation?" National Elementary Principal, 56 (March, 1977), pp. 71-73. This literature would indicate that given the lack of confrontation, parents would de facto have virtually no impact. Inasmuch as most individuals would agree that parents do play some role, reliance on a conflict model of power would not be acceptable.

39. William V. D'Antonio and William H. Form. Influentials in Two Border Cities: A Study in Community Decision-Making (South Bend, Ind.: University of Notre Dame Press, 1965), pp. 10-11. A similar emphasis on the role of "personal" aspects for distinguishing power and influence is found in Floyd Hunter. Community Power Structure (Chapel Hill, N.C.: University of North Carolina Press, 1953), p. 164.

40. Robert Agger, Daniel Goldrich, and Bert E. Swanson. The Rulers and the Ruled (New York: Wiley, 1964), p. 54.

41. Ibid., p. 58.

42. Ibid. It should be noted that the discussion of power and influence is a good deal more complex than is presented here. CPI has focused on presenting the most essential ideas. For more elaboration, the reader is encouraged to peruse ch. 2 of The Rulers and the Ruled.

43. Robert Merton's ideas on influence would seem important for her operationalized influence in terms of the seeking of advice. Merton, however, specifically notes that he is dealing with "interpersonal influence," not "the indirect exercise of power through market, political, and other administrative behavior, with its effects upon large numbers of people." For this reason Merton's conceptions have not been given significant attention in this report. See Robert K. Merton. Social Theory and Social Structure (New York: Free Press, 1968), ch. XII ("Patterns of Influence: Local and Cosmopolitan Influentials"), pp. 441-474. Quotation from p. 474.

44. The difficulties of discerning the existence of power have been outlined in a number of works. One such treatise is that by Dennis H. Wrong, "Some Problems in Defining Social Power," American Journal of Sociology, 74 (May, 1968), pp. 673-681.

45. Murray Hausknecht. The Joiners (New York: Bedminster Press, 1961), p. 10.

46. Peter Marris and Martin Rein. Dilemmas of Social Reform; Poverty and Community Action in the United States (Chicago: Aldine Publishing Company, 1973), esp. ch. XI.

47. One's motivation for and satisfaction with participation increase as well with participation. These developments, although not the subject of CPI's

study, are extremely important for action and impact. For a discussion of satisfaction as related to participation, see Jerold P. Bauch, Peter M. Vietze, and Vivian D. Morris, "What Makes the Difference in Parental Participation?" Childhood Education, 50 (October, 1973), pp. 47-51. Discussion of the relationship between motivation and participation is found in Richard L. Cole. Citizen Participation and the Urban Policy Process (Toronto: D. C. Heath, Lexington Books, 1974).

48. Although their data did not allow for examination of this relationship, a similar relationship is advanced by Robert K. Yin, William A. Lucas, Peter L. Szanton, and J. Andrew Spindler. Citizen Organizations: Increasing Client Control Over Services (Santa Monica, Calif.: Rand, April, 1973), pp. 61-62.

49. Norman Kerr, "The School Board as an Agency of Legitimation," Sociology of Education, 38 (Fall, 1964), pp. 34-59.

50. Yin, et al., op. cit., esp. pp. 56-58.

51. F. L. Polak. The Image of the Future (New York: Oceana Publications, 1961), 2 vols.

52. Kenneth Boulding. The Image: Knowledge in Life and Society (Ann Arbor: University of Michigan, 1956).

53. Wendell Bell and James A. Mau, eds. The Sociology of the Future (New York: Russell Sage Foundation, 1971).

54. Boulding, op. cit., p. 6.

55. Ibid., p. 64.

56. Polak, op. cit., vol. 1, p. 16; italics his.

57. Boulding, op. cit., p. 125.

58. Polak, op. cit., vol. 1, p. 49; italics his.

59. The components of written images and the methods by which images are transmitted have been explicated not only by sociologists of the future, but also by philosophers of art. Cf., e.g., Suzanne K. Langer. Feeling and Form (New York: Charles Scribner's Sons, 1953); E. H. Gombrich. Art and Illusion (Princeton, N.J.: Princeton University Press, 1969); and Rudolf Arnheim. Visual Thinking (Berkeley and Los Angeles: University of California Press, 1969). For a discussion of the interrelationship between the personal, group, and artistic image and further explication of the ideas of futurologists and philosophers of art regarding the role of imagery in action, see Paula Jean Miller, "Images, Urban Middle-Class Life Styles, and the Sociology of the Future." Unpublished Ph.D. dissertation, University of Texas at Austin, 1974. Elements of the argument presented here are found in Paula Jean Miller and Gideon Sjoberg, "Urban Middle-Class Life Styles in Transition," Journal of Applied Behavioral Science, 9 (Nos. 2/3, 1973), pp. 144-162.

60. Excellent treatments of the concept of social role are found in George Herbert Mead (Anselm Strauss, ed.). *The Social Psychology of George Herbert Mead* (Chicago: University of Chicago Press, 1964); and Jerome G. Manis and Bernard N. Meltzer, eds. *Symbolic Interaction; A Reader in Social Psychology* (Boston: Allyn and Bacon, 1972).

61. See, e.g., Stearns and Peterson, *op. cit*., pp. 36-49.

62. Polak, *op. cit*., Vol. 1, pp. 46-48; for further discussion, see Boulding, *op. cit.*, p. 125; and Bell and Mau, *op. cit.*, p. 24.

63. For discussion of the generalized other, cf., Bernard N. Meltzer, "Mead's Social Psychology," in Manis and Meltzer, *op. cit.*, pp. 4-22; and Mead, *The Social Psychology*, *op. cit*., pp. iv-xvi.

64. Further discussion of the relation between authority and impact is found in Yin, et al., pp. 28-31.

65. Charles R. Wright and Herbert H. Hyman, "Voluntary Association Memberships of American Adults: Evidence from National Sample Surveys," *American Sociological Review*, 23 (June, 1958), pp. 284-294; Herbert H. Hyman and Charles R. Wright, "Trends in Voluntary Association Memberships of American Adults: Replication Based on Secondary Analysis of National Sample Surveys," *American Sociological Review*, 36 (April, 1971), pp. 191-206; James Curtis, "Voluntary Associations Joining: A Cross-National Comparative Note," *American Sociological Review*, 36 (October, 1971), p. 875; and Hausknecht, *op. cit.*

66. Alan Booth, Nicholas Babchuk, and Allen B. Knox, "Social Stratification and Membership in Instrumental-Expressive Voluntary Associations," *Sociological Quarterly*, 9 (Autumn, 1968), pp. 227-239.

67. Wright and Hyman, *op. cit*.; Hyman and Wright, *op. cit*.

68. J. Allen Williams, Jr., Nicholas Babchuk, and David R. Johnson, "Voluntary Associations and Minority Status: A Comparative Analysis of Anglo, Black, and Mexican Americans," *American Sociological Review*, 38 (October, 1973), pp. 637-646. Quotations from p. 638. See also Marvin E. Olsen, "Social and Political Participation of Blacks," *American Sociological Review*, 35 (August, 1970), pp. 682-697; Bruce London and John Hearn, "The Ethnic Community Theory of Black Social and Political Participation," *Social Science Quarterly*, 57 (March, 1977), pp. 883-891; and J. Allen Williams, Jr., and Louis St. Peter, "Ethnicity and Socioeconomic Status as Determinants of Social Participation: A Test of the Interaction Hypothesis," *Social Science Quarterly*, 57 (March, 1977), pp. 89[illegible]-898.

69. Hausknecht, *op. cit.*, ch. II.

70. *Ibid*., ch. III, V.

71. *Ibid*.; see also Hyman and Wright, *op. cit*.

72. Literature on the demographic characteristics is set forth in this paragraph is neither comprehensive, nor extensive. The assertions in this

paragraph are based on widely held notions of the characteristics as well as literature on the demographic characteristics of children participating in Title I (cf., e.g., National Institute of Education. *Evaluating Compensatory Education* /Washington, D.C.: National Institute of Education, December 30, 1976/, pp. III-25-26) and the general literature on participation in educational organizations. On the relationship between community size and community participation in citizen participation organizations has already been found; cf., Yin, et al., *op. cit.*, pp. 50-51.

73. Wilson, *op. cit.*; Melvin B. Mogulof, "Citizen Participation: Federal Policy," in Melvin I. Urofsky, ed. *Perspectives on Urban America* (Garden City, N.Y.: Anchor Books, 1973), pp. 109-135; Freemont James Lyden and Jerry V. Thomas, "Citizen Participation in Policy-Making: A Study of a Community Action Program," in Zurcher and Bonjean, *op. cit.*, pp. 320-331; Agger Goldrich, and Swanson, *op. cit.*, pp. 274-285; Edward C. Banfield and James Q. Wilson. *City Politics* (New York: Vintage Books, 1963); and Lois Saxelby Steinberg. *Social Science Theory and Research on Participation and Voluntary Organizations* (Boston and New York: Institute for Responsive Education and Optimum Computer Systems, July, 1977), ch. IV. On the difficulties of organizing the poor, see Marris and Rein, *op. cit.*, esp. ch. IV; and Louis A. Zurcher, Jr., "Functional Marginality: Dynamics of a Poverty Intervention Organization," in Zurcher and Bonjean, *op. cit.*, pp. 300-319.

74. Gideon Sjoberg, Richard A. Brymer, and Buford Farris, "Bureaucracy and the Lower Class," *Sociology and Social Research*, 50 (April, 1966), pp. 325-337.

75. See, for instance, Laura Kramer Gordon, "Bureaucratic Competence and Success in Dealing with Public Bureaucracies," *Social Problems*, 23 (December, 1975), pp. 197-208.

76. Fantini, Gittell, and Magat, *op. cit.*

77. Yin, et al., *op. cit.*, pp. 53-56.

78. Banfield and Wilson, *op. cit.*

79. Yin, et al., *op. cit.*, p. 61.

80. L. Harmon Zeigler and M. Kent Jennings. *Governing American Schools* (North Scituate, Mass.: Duxbury Press, 1974), pp. 120-125.

81. Robert L. Crain. *The Politics of School Desegregation* (New York: Doubleday-Anchor Books, 1968).

82. Yin, et al., *op. cit.*, pp. 65-66.

83. Dale Mann, "Administrative Representation in New York State Elementary and Secondary Schools." Paper presented at the annual meetings of the American Political Science Association, Chicago, Illinois, 1971. Cited and discussed in Steinberg, *op. cit.*, p. 133.

84. Mark S. Rosentraub. "Coastal Policy Development and Self-Evaluating Agencies." Unpublished Ph.D. dissertation, University of Southern California, 1975, esp. chs. 1 and 2.

85. Mann, op. cit. Quotation from Steinberg, op. cit., p. 133.

86. Yin, et al., op. cit., pp. 62-63.

87. The need for an outside base for the extraction of information from bureaucracies that might be somewhat reticent to release it is explicated in Gideon Sjoberg and Paula Jean Miller, "Social Research on Bureaucracy: Limitations and Opportunities," Social Problems, 21 (Summer, 1973), pp. 129-143.

88. Marilyn Gittell and T. Edward Hollander. Six Urban School Districts (New York: Praeger, 1968), esp. ch. 4.

89. See, e.g., Paul E. Peterson, "Afterword: The Politics of School Decentralization," Education and Urban Society, 7 (August, 1975), pp. 464-479; Kerr, op. cit.; and Laurence Iannaconne and Frank Lutz. Politics, Power, and Policy (Columbus: Charles Merrill, 1970).

90. Steinberg, op. cit., pp. 133-134.

91. Yin, et al., op. cit., pp. 62-63; Marilyn Gittell. School Boards and School Policy (New York: Praeger, 1973); and David Rogers. 110 Livingston Street (New York: Random House, 1968).

92. Stearns and Peterson, op. cit., p. 47.

93. General literature on governmental political structure supports this view. See Roland L. Warren. The Community in America (Chicago: Rand McNally, 1963); John Walton, "The Vertical Axis of Community Organization and the Structure of Power," Southwestern Social Science Quarterly, 48 (December, 1967), pp. 353-368; and Lineberry and Sharkansky, op. cit., ch. IV. See also Anthony M. Cresswell, "Intergovernmental Relations in Education: Professionalism and Policy Administration at the State Level," Education and Urban Society, 7 (November, 1974), pp. 28-51.

94. National Institute of Education. Administration of Compensatory Education (Washington, D.C.: National Institute of Education, September 19, 1977), esp. ch. IV. For a more elaborate discussion of the structural problems of SEAs, see Jerome T. Murphy, "Title V of ESEA: The Impact of Discretionary Funds on State Education Bureaucracies," Harvard Educational Review, 43 (August, 1973), pp. 362-385.

95. Marcia Guttentag, "Children in Harlem's Community Controlled Schools," Journal of Social Issues, 28 (No. 4, 1972), pp. 1-20; see also, Warren Bloomberg, Jr., and John Kincaid, "Parent Participation: Practical Policy or Another Panacea?" Urban Review, 2 (July, 1968), pp. 5-11; Lineberry and Sharkansky, op. cit., ch. V; and Marris and Rein, op. cit., ch. III. Suggesting the importance of the role of program managers' views of citizen participation is the work of Lyden and Thomas, op. cit.

96. National Institute of Education. Compensatory Education Services (Washington, D.C.: National Institute of Education, July 31, 1977), pp. 63-64.

97. Yin, et al., op. cit., pp. 59-60, 80-81.

98. Ibid.; Walter Gove and Herbert Costner, "Organizing the Poor: An Evaluation of a Strategy," in Zurcher and Bonjean, op. cit., pp. 275-288.

99. Fantini, Gittell, and Magat, op. cit., p. 97; see also Yin, et al., op. cit.

100. See, for instance, U. S. Department of Housing and Urban Development. "Citizen Participation: Experience and Trends in Community Development Block Grant Entitlement Communities." (Washington, D.C.: U.S. Government Printing Office, November, 1977); Chong, op. cit.; Stearns and Peterson, op. cit.; Marris and Rein, op. cit.; and Fantini, Gittell, and Magat, op. cit.

101. These classifications were made according to the specifications of NIE's RFP for the contract wherein it was stated that a high, medium, and low support state and high, medium, and low support LEAs within each should be selected.

102. Kirschner's index, which assigned points to all of the elements described above--from by-laws to PAC evaluation activities--had 18 points. Equal six-point intervals designated the categories of support; that is, under Kirschner's scheme a school district receiving six or fewer points was classified as low support; 7-12 points, medium support; and 13-18 points, high support. The four items used in CPI's reanalysis constituted 12 points of this 18-point index. If CPI divided this 12-point scale into three equal intervals as did Kirschner, then four or fewer points would indicate low support; 5-8 points, medium support; and 9-12 points, high support. Below is a table indicating that for the most part, particularly at the upper end of the continuum, CPI's and Kirschner's ratings of the 70 school districts were similar:

Classification of 70 School Districts
by Kirschner's and CPI's Frameworks

	Kirschner's Classification			
CPI's Classification	High	Medium	Low	Total
High	18	1	0	19
Medium	3	21	0	24
Low	0	8	19	27
Total	21	30	19	70

103. For discussion of the role of formalization in relations between organizations and their constituents, see James G. March and Herbert A. Simon. Organizations (New York: Wiley, 1958). The issues of centralization and desegregation were discussed to some extent in the section of this chapter providing a context for the theoretical framework. The impact of size has

been alluded to in the discussion of other factors contained in Figure 2-1. For more discussion of these factors, see Steinberg, op. cit., ch. IV.

104.. Cf., George Herbert Mead (Charles W. Morris, ed.). The Philosophy of the Act (Chicago: University of Chicago Press, 1938), pp. 460-465. This approach contrasts with the perspectives of phenomenologists such as Alfred Schutz who focus on refining the objective of study down to its "essence." See Alfred Schutz. Collected Papers, I, The Problem of Social Reality (The Hague: Martinus Nijhoff, 1971).

105. The importance of taking into account various perspectives is outlined in Sjoberg and Miller, op. cit.; see also Gideon Sjoberg and Rogert Nett. A Methodology for Social Research (New York: Harper & Row, Publishers, 1968), pp. 156-158.

CHAPTER III

DATA COLLECTION

In the preceding chapter, CPI's research framework for the study of Title I Parent Advisory Councils was described. In this chapter, CPI will describe the methods used in exploring the framework. Included in the discussion will be a description of the selection of the sample of school districts, the selection of the sample of respondents, the instrumentation, data collection procedures, and data collection issues.

Selection of Sample of School Districts

This exploratory study of Title I Parent Advisory Councils was actually initiated in October, 1976, under another contract with Kirschner Associates, Inc. During that firm's contract, nine potential sites, three in each of three states, were selected for study. The methods and procedures used by Kirschner were approved by the National Institute of Education, so CPI began its contract in October, 1977, with the understanding that, unless conditions in the nine districts and/or their respective SEAs had changed significantly, the sites selected by Kirschner would remain the same.

The objective of Kirschner's activities was to select SEAs and LEAs which varied in their orientations toward parent involvement in Title I. As well, the former contractor attempted to select the states and LEAs so as to have variation in geographical location, urban/rural characteristics, and size of school district. Three groupings according to LEA size were made--"small" for LEAs with student populations of 2,500 to 4,999; "medium," 5,000 to 19,999; and "large," over 19,999. LEAs with less than 2,500 students were omitted from consideration since it was possible that budgetary constraints might severely limit the range of PAC activities; as well, it was possible that School-Level PACs might not be operant, and there was a desire to obtain information about these PACs as well as about District PACs. By NIE's original RFP specifications, extremely large districts were also omitted from consideration as their decentralization and diversity would "create problems in data collection and analysis that (would) be disproportionately greater than the potential value of the data to be gathered in such sites."

After letters were sent to the Chief State School Officers informing them that the study was going to be conducted, Kirschner contacted the Title I Coordinators in thirty-two SEAs and conducted interviews with them. The goal was to ascertain each SEA's activities in eight areas pertaining to support of PACs: (1) state PACs, (2) dissemination of information, (3) technical assistance to LEAs and/or PACs, (4) material development, (5) development of SEA PAC regulations, (6) monitoring, (7) budget allocation for PACs, and (8) coordination of PAC activities at the state level.

Analysis of the results of these interviews and of state characteristics (e.g., the urban/rural character of the states as defined by Dr. Bernard Kaplan of the Education Policy Research Center, Syracuse University; the number of LEAs with populations of greater than 19,999 students; geographical location, etc.) allowed Kirschner to array the states and select nine that would qualify for inclusion in the study. The Title I Coordinators in these nine states were data were also to enable CPI staff to familiarize themselves with conditions in the LEAs prior to entry into them to conduct interviews.

In early December, CPI carefully analyzed the information provided by the SEAs and LEAs according to the criteria used by Kirschner and determined that changes within the locales were insufficient to warrant the selection of other sites. In January, 1978, however, it became apparent that Office of Management and Budget (OMB) clearance of data collection instruments might be required. Subsequently, it was decided that OMB clearance would be required, so CPI began implementing the procedures necessary to obtain clearance. Implementation of these procedures necessitated additional contact with the state and local officials in the three SEAs and nine LEAs selected for study.

During the period when these interactions were occurring (March, 1978), events surrounding the release of data from another NIE-funded study of Title I became public. Although the conditions for CPI's contract were significantly different from those for the other study, one of the SEAs and its three LEAs withdrew from participation in CPI's study. The express reason for withdrawal was the fear that confidentiality could not be maintained, thus making participation in the study detrimental to the interests of the SEA and LEAs, should CPI's data be interpreted negatively. Inasmuch as participation in CPI's study was voluntary, CPI did not press the SEA and three LEAs to remain in the sample. Rather, another SEA and three LEAs were selected. The replacements were generally comparable to the SEA and LEAs which withdrew.

As noted above, during the OMB clearance process additional discussions were necessary with local officials, primarily to reaffirm their willingness to participate in the study. During these interactions, one of the LEAs that had expressed willingness to participate in the project during discussions in November, 1977, expressed its unwillingness in March, 1978. It was decided that the other two LEAs in that state would be retained in the study. Hence, CPI's final sample of LEAs included eight school districts, rather than nine.

The final sample of SEAs and LEAs showed the kinds of variations desired by the National Institute of Education. The SEAs and their respective LEAs were distributed in different parts of the nation. Using Kirschner's definitions of size, there were three large LEAs, four medium LEAs, and one small LEA. There were also variations in the urban/rural character of the LEAs.

Important for the study were the variations hypothesized to exist on the basis of Kirschner's data in orientations toward parent involvement. In the final sample, there was one SEA that appeared to show lesser support for Title I PAC involvement than the other two SEAs. Then there was one average support SEA and one SEA showing comparatively greater support. Within the greater support state, there were two LEAs included in the study--one showing comparatively greater support and one showing average support.[1] In each of the other two states, there were three LEAs varying from greater to lesser support for PAC involvement.

Selection of Sample of Respondents

The selection of respondents was based on the premise that an accurate picture of PAC involvement could only be obtained if all levels of school systems and PACs were addressed. Therefore, CPI staff from the outset of the study planned to interview individuals in nine different respondent categories. The number of respondents per category was to vary according to the size of the LEA. Table 1 shows the categories of respondents and the number of individuals within the category to be interviewed per size of LEA. As the table demonstrates, the number of individuals to be interviewed in any one LEA was to range between 14 and 26.

A review of the table also demonstrates that certain respondents--the Superintendents, Title I Coordinators, and District PAC Chairpersons--were to be selected with surety. They were the only persons within each district occupying such positions. Other respondents, however, had to be chosen from positions with several incumbents. Such respondents as School Board Members and Central Office and Title I Staff were selected in consultation with LEA staff because CPI did not know a priori which individuals were "the most knowledgeable of or interested in PAC activities," the general criterion of selection. Similarly, before the site visits, CPI did not know which individuals were "the most active members of the District PAC" and had to request that the Title I Coordinator together with the District PAC Chairperson make the selection of the sample of District PAC Members. While it was initially CPI's plan to draw a random sample of schools (and consequently their Principals and PAC Chairpersons) from the lists of schools contained in the LEAs' Title I applications, it was not possible to do so for all of them. For instance, it was not possible to obtain applications from the LEAs in the replacement state and an LEA in one of the other two States before the dates of site visitation. Because of these factors, LEAs exerted some influence on the sampling of respondents. Apparent concern that the study "is really an evaluation" increased some LEA staff's exertion of this influence.

The numbers in Table 1, of course, were predicated on assumptions concerning the structure of school systems. For instance, CPI assumed that School-Level PACs would exist in all Title I schools in all of the LEAs in the study. CPI also assumed that even in small school districts there would be at least one Central Office Staff member to whom the Title I Coordinator would answer and at least one Title I administrative staff member besides the Title I Coordinator. These assumptions generally held true, but not completely.

Thus, the final number of individuals interviewed was 165, rather than the 168 that would have been expected given the number of large, medium, and small LEAs. In turn, the number of interviews analyzed was reduced from 165 to 160. The interviews for three Title I Principals and one School-Level PAC Chairperson were dropped from the sample because their counterparts (either Principals or PAC Chairpersons) were not interviewed. Another interview was dropped in the District PAC Member category because the individual was not acting in that capacity and really had no knowledge of the PAC activities in his/her school district. Hence, the final sample of 160 includes eight School Board Members, eight Superintendents, fourteen Central Office Staff, eight Title I Coordinators, eighteen Title I Staff, eight District PAC Chairpersons, twenty-eight District PAC members, thirty-four Title I Principals, and thirty-four School-Level PAC Chairpersons.

As noted above, this study was designed to collect information from individuals whose LEAs and SEAs varied in their orientations toward PAC involvement in Title I, at least as ascertained through Kirschner's preliminary interviews with state and local Title I Coordinators. Of the 160 interviews, 43 were con-

Table 1

NUMBER OF RESPONDENTS PER LEA

Number of Respondents	Large	Medium	Small
District PAC Chairperson	1	1	1
District PAC Member	5	3	2
School-Level PAC Chairperson	6	4	3
Title I Principals	6	4	3
Title I Coordinator	1	1	1
Title I Staff	3	2	1
Central Office Staff	2	2	1
Superintendent	1	1	1
School Board Member	1	1	1
	26 max.	19 max.	14 max.

ducted in the two LEAs in the state with the SEA offering comparatively greater support. Sixty-one were conducted in the three LEAs in the state providing average support, and 56 were conducted in the three LEAs in the state providing lesser support. Considering the sample in terms of variations in LEA support, one concludes that 75 interviews were conducted in the three greater-support LEAs; 50 in the three average-support LEAs; and 35 in the two lesser support LEAs.

Instrumentation

Concurrent with the development of the research framework described in Chapter II, CPI began development of interview schedules for use with school system staff and Parent Advisory Council participants.[2] Copies of two of the eight instruments--one for Title I Coordinators and one for School-Level PAC Chairpersons--are contained in Appendix I. The Title I Coordinator's instrument illustrates the kinds of questions asked of school system staff, whereas the the School-Level PAC Chairperson's interview schedule illustrates the kinds of questions asked of Parent Advisory Council participants. The interview schedules for Superintendents, School Board Members, and Central Office and Title I staff were slightly less elaborate than the Title I Coordinator's instrument. Similarly, the instrument for District PAC Members was less elaborate than that for District or School-Level PAC Chairpersons.

Draft instrumentation was submitted to the National Institute of Education in November, 1977.[3] All of the questions were related to the research framework; CPI was seeking only that information essential to exploration of the framework.

In December, 1977, a pretest of the interview schedules was conducted in a school district with a moderately active PAC. The pretest served to familiarize CPI staff with the interview guides. Interviews were conducted with a School Board Member, an Assistant Superintendent, a Title I Coordinator, a District PAC Chairperson, two District PAC Members, two Title I Principals, and two School-Level PAC Chairpersons. After each interview was completed, staff interviewed the respondent as to whether the interview schedule elicited an accurate picture of the role of PACs in his/her Title I program and whether the interviewer's style was appropriate to elicit the information. All interviews, which averaged approximately 45 minutes in length, went smoothly although some respondents made suggestions regarding ways to shorten the schedules. These suggestions were incorporated into the guides that were later used in the formal study. It should be noted that all respondents believed that the interview schedule administered to them was appropriate and elicited an accurate description of PACs and their role in the complex dynamics of the Title I program.

As noted above, it became clear in the early part of 1978 that some of the instrumentation would require OMB clearance. Ultimately the interview guides for Central Office and Title I Staff, Title I Principals, School-Level PAC Chairpersons, and District PAC Members were cleared through OMB as these four instruments were to be used with more than nine individuals. During the OMB clearance process, a number of agency officials made constructive suggestions as to ways to improve the guides. These suggestions were incorporated in the final set of interview schedules.

Data Collection

At the beginning of CPI's contract, CPI planned to make two site visits to each of the LEAs included in the study--once in February or early March and once in April or early May. Because of OMB clearance requirements, however, the number of site visits to each school district was reduced to one. While the depth of information regarding PAC activities was perhaps not as great as it would have been with two site visits, the collection of data during only one period in time reduced respondent burden. It was not until mid-April that OMB clearance was received for the four instruments requiring clearance. Site visits were quickly scheduled such that CPI staff were able to visit seven of the LEAs between April 23 and May 12, 1978. In setting the site visit dates on short notice, CPI attempted to reduce its interference with end-of-school-year activities.[4] There was one LEA, nevertheless, that believed data collection would cause less interference with school-year ending activities if it were begun near the end of May. Further, LEA staff believed that Principals of Title I schools would be particularly upset by the short notice. Hence, CPI conducted the site visit to the eighth LEA between May 30 and June 5.

The difference in time periods for data collection may have had some effect on responses to questions. Individuals interviewed in April made reference to activities conducted during the summer of 1977, whereas individuals interviewed in early June did not. Individuals interviewed in April and May also talked about activities that were to occur in the near future (before the end of the school year), whereas individuals interviewed in June were less inclined to do so. For the latter group of individuals, the school year and activities associated with PAC involvement in Title I were either pretty well over or coming to a close. In short, the respondents interviewed early in the data collection period may have used a broader time frame in responding to questions than those interviewed later in the data collection period.

CPI attempted to schedule interviews at the convenience of the respondents. Respondents were extremely cooperative in setting aside time for face-to-face interviews. Because of competing commitments and similar factors, however, it was not possible for six of the respondents to be interviewed in person. Instead, their interviews were conducted by telephone. The conduct of the interviews by telephone, from CPI staff's perspectives, had no appreciable effects except to lengthen the interview time. (Respondents, for instance, had to have a list of PAC activities read to them instead of reading it themselves.) Respondents interviewed by phone included one Central Office Staff member, three District PAC Members, and two School-Level PAC Chairpersons.

Data Collection Issues

Some of the factors affecting data collection and possibly the data themselves have been alluded to above. But certain of these factors deserve special attention, for they may affect the interpretation of data presented in Chapter IV.

Beliefs That the Study Constituted an Evaluation

Much of the federal research and site visiting conducted in the past few years regarding educational programs has been for the purposes of monitoring and/or evaluation. It is not surprising then that many of the individuals interviewed considered CPI's contract, even though described otherwise, to be directed toward assessing "how well" Title I PACs were operating in their LEAs. At the school level, a number of respondent initially thought CPI staff were employees of the federal government, and brief explanations of CPI's relationship to NIE had to be provided.

Nevertheless, throughout data collection, CPI staff interacted with respondents who were anxious about being interviewed. A number of statements made by respondents illustrated a rather automatic assumption, particularly among school system staff but among others as well, that the project constituted a monitoring/evaluation effort. In at least two LEAs, there was some indication of an attempt by Title I staff to structure the responses of other school system staff. And, on occasion, respondents told CPI staff of their intention to inform other respondents of the contents of the interview.[5]

Views of CPI's study as an evaluation may have been strengthened by the aforementioned events surrounding the release of data under another NIE-sponsored study. That study was not described as an evaluation, and yet the study's conclusions were interpreted by some to have evaluative qualities. In at least two LEAs which remained in CPI's inception, questions arose about maintenance of confidentiality. Such questions probably would not have arisen on such a significant level were it not for a belief that the CPI contract was actually an evaluative effort.

Exactly how much influence these beliefs had on responses to the questionnaires is difficult to say. Clearly, some of the respondents chosen in consultation with LEA staff were chosen mainly because they were "positive" toward the school system. Some respondents attempted to answer as many questions as possible in what they thought was a "positive" way, e.g., saying that PAC members engaged in all activities possible, had never seen any issues arising related to Title I that required action by the PAC because "our school system is wonderful and doesn't have problems," etc. Therefore, there may be some bias in the data along two lines. First, there may be less knowledge reflected in the data than actually exists among persons associated with Title I. Second, there may be more activity indicated by replies to some questions regarding PAC actions and less in others than actually exist. It should be noted, however, that these biases are probably only slight because most respondents were actually associated with Title I, either through organizational structure or action.

School-Level Conditions

CPI's data collection plan called for interviewing matching Principals and PAC Chairpersons at Title I schools. Included in the sample of 160 persons are 68 school-level respondents--34 Title I Principals and 34 School-Level PAC Chairpersons. It should be noted, of course, that a number of individuals interviewed as School-Level PAC Chairpersons were not formally serving in that role. In nine schools, PACs--groups bearing that or a similar name and holding meetings regarding Title I--really did not exist. In these schools, there were parents who were interested in Title I, but they did not meet as a formal group. In these and five other schools (where PACs existed but the School-Level PAC Chairperson was unavailable), "interested parents/citizens" were interviewed. Thus, 14 of the 34 respondents in the School-Level PAC Chairperson category were not actually PAC Chairpersons.

What impact this condition has had on the data is unclear although CPI believes it has not been great. In the schools where there were really no functioning PACs, the individuals interviewed were probably as knowledgeable as any other parent, especially since they were more active or interested in the school. In the four other cases, the respondents had been involved in PAC activities, a couple having been PAC Chairpersons the previous year.

PAC and Program Overlap

In at least three of the LEAs, PACs, particularly at the school-level, were heavily associated with other organizations, e.g., the PTA, mothers' clubs, advisory councils for other federal programs, and volunteer groups. The association derives in part from the history of School-Level PACs; early in their existence the other groups were used to fulfill the function of Title I PACs. The overlap has continued in some districts. In part, of course, the overlap derives from the fact that those individuals who are generally active in these other groups would also be "naturally" more likely to have interest in Title I. As well, school staff have an easier time recruiting PAC members from this group as they are more readily accessible than parents who have not been involved at all in the schools. In some schools, PAC meetings have been conducted in conjunction with other meetings such as those of the PTA. Throughout all eight school districts, the School-Level PACs tended to have rather informal or fluid memberships.

In LEAs where the interrelationships between PACs and other groups were strong and where PAC activity and membership were especially informal, respondents had a difficult time distinguishing their Title I-related activities from others in which they engaged related to the schools. Interviewers had to spend a significant amount of time focusing the respondents' attention solely on Title I and may not have been completely successful.

A different form of overlap occurred within Title I. That is, District PACs in virtually all eight LEAs were comprised of representatives from School-Level PACs. In one district, the only time a School-Level PAC met was when the District PAC met at its school. Thus, it was difficult for some respondents to separate out which activities and experiences they engaged in as District PAC Members and which they engaged in as participants in a School-Level PAC. This was particularly the case since most of the District PAC Members were also School-Level PAC Chairpersons, and both District and School-Level PACs were included in CPI's study.[6]

In questions pertaining to the Title I program itself, the distinction between Title I and other programs was somewhat blurred on occasion. Some respondents, for example, could not tell which instructional and supportive services were funded by Title I and which were funded through other compensatory education or assistance programs. The melding occurred partially as a result of school system administrators' attempts to integrate all programs into one package, rather than have separately established, non-interrelated programs that would result in duplication and/or fragmentation in services.

Division of Labor Related to Title I and PACs

There were three kinds of conditions related to division of labor regarding Title I and PACs that may have had some impact on the data collected. First, in four LEAs the responsibilities of coordinating the Title I program were shared by two people, rather than one. In all four of these districts, Central Office Staff were indicated as having a significant role in the day-to-day operations of Title I. On some occasions, respondents stated that these individuals were really the Title I Coordinators although another individual bore the title. In one LEA, the belief was so prevalent that the Central Office Staff person was interviewed as the Title I Coordinator and referred to accordingly in other interviews. In two of the other LEAs, the person occupying the Title I Coordinator position had acquired the title only during the past year, so the shared responsibilities may simply have been a transitional condition. Nevertheless, CPI did not anticipate the sharing of responsibilities at the program coordination level. The result may be an underrepresentation of the Central Office Staff's role in Title I in general and PAC activities in particular.

A second matter related to division of labor pertains to the role of some Title I staff in coordinating PAC activities at the district and local school levels. In two LEAs, an individual had been assigned the specific duty of coordinating PAC activities, particularly at the district level. Then in two districts, paraprofessionals had been assigned the duty at the school level and in one district reading teachers had been assigned the duty. Again, these divisions of labor were not anticipated, so the role of these individuals may be underrepresented in the analysis of data.

The third matter related to division of labor was that occurring within District PACs. In four LEAs, there was not only a District PAC, but also an executive board and/or set of standing committees that did separate but complementary work. Questions on the instrumentation did not directly address these entities and necessitated adjustments in the recording of information during interviews and in the coding of data during analysis.

Joint Interviews

CPI specified to LEA staff that individual interviews were desired with all respondents. Still in some instances, particularly involving school-level individuals, more than one person appeared simultaneously for interview.

At a number of times the Title I Principal and School-Level PAC Chairperson[7] were available at the same time for interview. When two CPI staff were present, this situation presented no problem; staff simply split up and interviewed the respondents in separate locations. When only one CPI staff member was present, adjustments were required. Usually the Title I Principal performed his/her regular duties while the PAC Chairperson was being interviewed and was interviewed later. There was only one exception to this practice. In this one case, neither the Title I Principal nor the individual interviewed as PAC Chairperson (even though this person was not actually holding the position) appeared intimidated by the other's presence although they did confer with one another on a few "factual" questions, e.g., who kept minutes of meetings, who set the agenda for meetings, etc.

Two or more individuals showing up for the same kind of interview was the more common occurrence. At five of the School-Level PAC Chairperson interviews, more than one parent was present. In three of these cases, a PAC Chairperson was present, so most of the questions were directed to that person; some of his/her responses, however, may have been affected by the other person or persons' present at the interview. Two or more school personnel were present at two of the interviews with Title I Principals. Again, the presence of another person might have yielded biased responses. The other staff people were usually individuals who worked closely with the PAC, sometimes more so than the Title I Principal. Thus, the additional school staff may also have provided a more knowledgeable set of answers on "factual" questions than would have been provided had only the Title I Principal been present.

Individual Response Sets

Respondents came to interviews with their own response sets born of their associations with the milieu that was the subject of the study. There were four kinds of patterns that prevented uniformity in response sets and, in turn, resulted in data with different bases for interpretation. One pattern revolved around questions lacking mutually exclusive categories. A second pattern related to terminology that was not interpreted the same way by all respondents. A third pattern derived from factors described above having to do with the organizational structure of the school system. Fourth, associated with the third, responses revealed questions where there were insufficient categories for response.

The specifics of these variations in individual response sets are delineated in Appendix II. In Chapter IV, there impact on interpretation of specific questions will be described. Appendix II, however, provides an overall description of their impact.

CHAPTER III
FOOTNOTES

1. The LEA that withdrew from the study had been categorized by Kirschner as a lesser support LEA.

2. Given the size of the study, the focus of data collection was on the LEAs and individuals within them. CPI has relied on the Kirschner questionnaire data (or an update of them) for information regarding SEAs.

3. See, "Research Framework, Draft Instrumentation, and Preliminary Data Collection Plan," November 15, 1977 report by CPI to the National Institute of Education.

4. The Committee on Evaluation and Information Systems (CEIS), an arm of the Chief State School Officers, has a rule that all data collection must occur prior to May 1. While it was known by CEIS, NIE, and CPI that data collection would extend beyond this date, CPI, respecting CEIS' position, attempted to keep data collection from extending much beyond that date.

5. For example, a Title I Principal in one LEA, at the conclusion of his interview, said, "Let's see. You're going to X School next. I'll have to call (the Principal of X School) and tell him not to sweat it." Similar kinds of communications may have gone on in other instances without the knowledge of CPI staff.

6. Six respondents had special difficulty in making the distinction. It should be noted that three individuals were interviewed in two capacities--as "most active District PAC Members" and as School-Level PAC Chairpersons. While some of the answers may have been the same between the two questionnaires, these respondents attempted, where relevant, to distinguish between their perspectives and experiences as District PAC Members and those as School-Level PAC Chairpersons.

7. For ease of communication, all individuals interviewed in the capacity of PAC Chairperson will be called "PAC Chairpersons" even though they may not have held the title.

CHAPTER IV

FINDINGS

Chapter III spelled out the data collection procedures and issues involved in the exploratory study of Title I Parent Advisory Councils. In this chapter, we will present the findings emanating from the data collection and analysis.

Prior to the presentation, however, we believe certain points should be made. First, it might be noted that in the analysis of data, CPI has relied on an approach focusing on data aggregated across the eight school districts under study, rather than on a case study approach that might have been used in studying such a small number of districts. Aggregate analysis is reflective of the survey approach to data collection. Through this approach one infers relationships to exist among variables because of the numeric preponderance of evidence from more than one source. Conclusions are based on the aggregate of responses across school districts rather than on historical and qualitative data within any one school district that lend credence to or fail to support a hypothesized relationship. The latter occurs when one is able to spend a significant amount of time on site and gather a large amount of qualitative data, conditions not applying to CPI's study. Of course, when qualitative data were obtained by CPI that enriched the findings deriving from interviews, they were used in analysis. But the major approach to analysis was a quantitative one which, hopefully, will facilitate deeper and more extensive investigations in other research on Parent Advisory Councils.

Second, and related to the first point, the survey design is frequently used when one has drawn a sample which is considered representative of a population. In the analysis of survey data, attributions of statistical significance are usually made. Such will not be the case in this report. To reiterate a statement made in Chapter I, this report and especially this chapter should not be generalized to other school districts with Title I programs. True "statistical significance" of the findings cannot be calculated as the sample of school districts is not and was never intended to be representative of all school districts receiving Title I funds.

The last point we might make before progressing to the findings is that some correlations between factors will have to be inferred from trends within each factor, rather than through straight cross-tabulations. It will be recalled that not every question pertaining to every variable was asked of every respondent. Only subgroups of respondents--those believed to be in structural positions to have knowledge of the phenomena addressed--were asked particular questions. Differential interview sequences were used to take into account differing knowledge on the part of individuals in different positions within or related to the school system. Thus, the bases for analysis differed from variable to variable and from subvariable to subvariable. The method of inference under these conditions will become clear as the discussion of findings proceeds.

With these points advanced, it is possible to move to discussion of the study's results. In the next section, general information about the SEAs and

LEAs will be provided that will serve as a context for the findings related to the theoretical framework set forth in Chapter II. Then the discussion will proceed through each factor discussed in that chapter. The relationship of the findings to the theoretical framework will be discussed in the treatment of each factor. As well, tabular presentations of the data, where particularly instructive, will be furnished in Appendix III. The reader is advised that tabular representation will not accompany each and every assertion about the factors and their relationships to one another. If such a presentation were made, this report would be extremely voluminous. Only some of the more significant findings will be accompanied by tables. Additional tabular information will be available upon request.

General SEA and LEA Conditions

SEA Conditions

The data available through Kirschner Associates' work, as updated by CPI during the 1977-1978 school year, provide background data on the amount of support implicitly existent for PACs from the SEA level. The data show a variation in perspectives and characteristics among the three SEAs with which the eight LEAs under study were associated; the variation was indicated by the labels, "greater support," "average support," and "lesser support," attached to the various SEAs.

Greater Support SEA. In the greater support state, there was a state PAC comprised of several elected or appointed delegates from each LEA in the state. Meeting monthly, the state PAC reviewed all LEA Title I applications and advised the state education agency on the content and/or nature of the state Title I program plan. Members of the state PAC helped to coordinate input from the SEA, LEAs, LEA PACs, and other agencies in the development of the state Title I application. The state PAC also served as a liaison for national PAC activities. And members participated in on-site reviews of LEA procedures, particularly those related to local PACs.

The greater support SEA disseminated information concerning PACs across the state to LEA PACs and LEA Title I officials. This was not done under the mandate of state regulations, but rather because the state education department officials felt it was necessary. The information was provided during state and regional meetings, and LEAs were encouraged to keep their local groups informed and to provide training and technical assistance on their own. As well, some information was disseminated by mail. The kinds of information disseminated included a calendar of state events pertaining to Title I and PACs, USOE and state regulations for PACs and Title I in general, information about exemplary local PACs, and information about PACs in other states. Dissemination of the information was the responsibility of a person other than the State Title I Coordinator; this person was specifically assigned the duty of coordinating PAC activities across the state although other specialists were assigned complementary duties regarding the PACs.

Technical assistance to PACs and LEA staff was provided by the state on a regular basis as well as on request. This was provided primarily through conferences at state and regional levels and through on-site visitations to local PAC meetings. The LEA staff and local PAC members were also encouraged to visit other programs in the state to obtain more information that could be used in their own operations. Technical assistance was provided regarding: (1) organizational structure and policies, such as by-laws development and committee structure, (2) leadership skills for PAC members, (3) PAC responsibilities in the local Title I program, (4) programs and services available for the education of disadvantaged children, (5) evaluation procedures used in Title I programs, and (6) methods of conducting needs assessments. Although the SEA Title I Coordinator believed it was never possible to do enough to promote PAC participation in Title I, he/she believed the SEA was doing a successful job with the resources available.

In promoting PAC involvement, the SEA in the greater support state developed materials to clarify federal regulations regarding Title I. These clarifications were presented in writing and orally at state meetings as well as during on-site visitations to the LEAs.

Regular monitoring visits were conducted frequently throughout the school year by regional staff in the greater support state. Regarding PACs, during the visits, SEA staff focused primarily on compliance with the regulations and the quality of the program established with and for the PAC. The Title I Coordinator stated that SEA staff always talked with parents during the monitoring visits and insured that they participated in the review of the local Title I program. The Coordinator also stated that SEA staff also looked for parent involvement in needs assessment. And efforts were made to find PACs that could serve as models and be designated for inter-program visitations.

Requiring LEAs to support PACs, the greater support SEA also allocated SEA administrative funds specifically for PAC activities. These were used primarily for conferences for PACs held at the state level.

Average Support SEA. As noted in Chapter II, a greater support state was one which went beyond the minimum requirements in monitoring and enforcing the regulations regarding PACs. An average support state also went beyond the regulatory requirements for PACs, but not to the same extent.

In CPI's study, the average support state, by contrast with the greater support one, did not have a state PAC. But, like the greater support state, the SEA, without a mandate from state regulatory provisions, disseminated information about PAC activities. This information was distributed through meetings related to Title I at the state level, but the primary mechanism for transmission was the LEA. This is, the state passed information to the LEAs, which in turn had the responsibility for passing it on to the PACs. Included in the information were USOE and state regulations for PACs and Title I, as well as handbooks and manuals for parent involvement. At such times as information was distributed, it went out under the name of the State Commissioner of Education. By comparison with the greater support state, no state Title I staff member was assigned the duty of coordinating PAC activities across the state.

Like the greater support state, the average support state provided technical assistance to LEA staff and PAC members. This assistance was accomplished through workshops and conferences at the state office and through on-site visits during which SEA Title I staff attended LEA PAC meetings. This technical assistance dealt with organizational structure and policies (e.g., the writing of by-laws and establishment of the committee structure), PAC responsibilities in the local Title I program, and just general information on the development, implementation, and evaluation of Title I. Technical assistance was provided both on a regular basis and on request.

To buttress technical assistance activities, the average support SEA was in the process of developing a handbook for parent involvement, but at the time of interview, the state had not developed materials clarifying the federal regulations. The SEA Title I Coordinator, however, noted that over the years a nucleus of knowledgeable PAC members had developed. This nucleus, sharing previous interpretations of the regulations, were able to communicate clarifying information to new PAC members. The state itself had not developed additional regulations for PACs.

The number of monitoring visits to LEAs for the purpose of enforcing USOE regulations occurred less frequently than in the greater support state. Visits were made on the average of once a year to LEAs. If there were a PAC meeting occurring during the time of monitoring visit and if they were invited, SEA staff attended PAC meetings. If meetings were not attended, SEA staff talked with the PAC chairperson and one or two other parents. The parents were questioned about their opinions of the Title I application, the kinds of support they received from the LEA, and the kinds of activities they engaged in. As well, any complaints parents might have were solicited. Unlike in the greater support state, however, PAC members did not accompany SEA staff on their monitoring rounds, nor was there indication that SEA staff, through the visits, were ascertaining if there were model PAC programs that could be visited by PACs from other LEAs.

Also unlike the greater support state, the average support state's budget did not contain a line for PAC activities. It was believed that SEA Title I administrative funds were not necessary, that the funds authorized to be allocated at the local level were sufficient.

Lesser Support SEA. In the lesser support state, there was no state PAC. This was the case for the average support state, but unlike the average support state, the lesser support state did not distribute information directly to PACs. Rather, information, e.g., that pertaining to USOE regulations for PACs and Title I, was distributed to the LEAs; the LEAs were responsible for distributing the information to the PACs. SEA staff believed this would enhance the relationship between the LEAs and PACs, and, related, they believed they should not deal directly with the PACs.

Like the other two states, the lesser support state did provide technical assistance to LEAs and PACs. SEA staff provided the assistance through workshops and conferences at the state office. As well, external consultants provided assistance during LEA PAC meetings; in line with the aforementioned orientation, SEA staff did not attend LEA PAC meetings themselves. When the technical assistance was provided, it was provided on request, but by the same token SEA staff tried to be sure that at least one technical assistance session was held in each LEA during a given school year. When it was provided, the technical assistance covered all of the areas that technical assistance in the greater support state covered. The objective was to provide a general orientation regarding the Title I program and the processes LEAs must go through for approval of their applications. While the SEA staff in the lesser support state did not believe they were doing an "outstanding job," they did feel they were meeting the needs of the LEAs and PACs in the area of technical assistance.

The lesser support state had not developed any materials that would clarify the regulations. Staff believed that Title I ESEA How It Works was sufficient to provide any needed clarification. Like the other two states, there had been no state regulations developed for PACs. All three states relied on the federal regulations and policies to structure Title I PACs.

On the average of once a year, monitoring visits were made to LEAs in the lesser support state for the purpose of enforcing USOE regulations. During these visits, state Title I officials looked for documentation regarding the LEAs' compliance with the regulations as regarded membership selection, dissemination of USOE regulations, the participation of parents in the preparation of the Title I application, and responsibilities given to the PAC for advising the LEAs in planning, implementing, and evaluating the Title I LEA project. Unlike in the other two states, parents in the lesser support state's LEAs were not contacted during the monitoring visits.

Like the average support state, there were no SEA Title I administrative funds allocated specifically for PAC activities. Although the state sponsored workshops related to PACs, any formal budget for them was the responsibility of the LEAs. LEAs were encouraged, though not required, to budget funds for such matters as transportation, babysitting, and entertainment.

At the beginning of the 1977-1978 school year there was no individual other than the SEA Title I Coordinator assigned the responsibility for coordinating Title I PAC operations in the state. Toward the end of the school year, a person was employed to carry out this function. His/her responsibilities were to include the dissemination of information relevant to PACs as well as assistance to councils and developing their organizational structures.

Summary. After perusal of the above descriptions of the three SEAs involved in the study, we can see the following differences among them:

(1) The greater support state had a state PAC that engaged in five kinds of activities; the average and lesser support states had no state PACs.

(2) While the greater and average support states disseminated two kinds of information directly to PACs, the lesser support state made no such direct distribution.

(3) The greater and average support SEAs gave technical assistance both on request and on scheduled bases through state workshops or conferences and through LEA visits; the lesser support state, while it held conferences and workshops at the state level, did not emphasize PAC participation, and assistance to PACs at the local level was not provided by SEA staff, but rather by external consultants.

(4) The greater support state prepared documents clarifying federal regulations, whereas the other two states did not.

(5) None of the three SEAs had prepared regulations in addition to federal ones pertaining to Title I PACs.

(6) The greater support SEA's monitoring visits to LEAs included attending PAC meetings and having PAC members accompany SEA staff during the monitoring visit; this is by contrast with the average support SEA, whose staff simply talked with selected PAC members, and with the lesser support SEA, whose staff did not meet with PAC members at all.

(7) The greater support SEA budgeted state Title I administrative funds for PAC operations, whereas the average and lesser support SEAs did not, but encouraged LEAs to do so.

(8) The greater support SEA was the only one which at the beginning of the year had a staff member other than the SEA Title I Coordinator assigned the responsibility for coordinating PAC operations across the state.

This summary listing enables us to discern variations in SEA support across the three states, but it is important to note that the purpose in providing the descriptions and summary is not to draw invidious distinctions between SEAs. It is important to note that all three states were enforcing federal regulations pertaining to PACs; two simply went further than the minimum requirements in doing so. That there were variations in support may not have been indicative of concomitant variations in "caring" about PAC operations. Other factors may have entered in. These would include but not be limited to variations in the resources available to conduct technical assistance and monitoring activities, provide information, engage in coordinative activities, and pay for a staff member to coordinate PAC operations. It may also have been the result of variations in state educational structure as well as state geographical aspects. These points are extremely important ones in the consideration of SEA support.

LEA Conditions

As was the case for the SEAs, LEAs were classified according to the amount of support they appeared to give PACs. The classification, the bases for which were described in Chapter II, resulted in the same labels as were applied to SEAs. Selected information might be provided about the different kinds of LEAs to furnish a context for interpretation of the data that follow.

Demographic Characteristics. It will be recalled from Chapter III that the LEAs selected for the study were selected so that they would reflect variations on demographic lines. For instance, they were to differ in terms of the size of the student population: 2,500 to 4,999 students being designated as a small district; 5,000 to 19,999, medium; and over 19,999, large. The three greater support LEAs were large ones; two of the average support LEAs were medium in size, and the third was small. Both of the lesser support LEAs were medium in size. The school system structures within these LEAs were found to vary with size and, as one might expect, the larger school districts had more complex bureaucratic structures. There is also the possibility that size may have been related to the amount of support given to PACs, especially at the district level. The larger school districts were generally more likely to have a Title I staff member other than the Title I Coordinator assigned to coordinate PAC activities. They were also more likely to have a budget line allocated specifically for parent involvement and PAC operations. Of course, an increase in size did not necessarily mean that there would be a coordinator assigned or a budget allocated. The small LEA, for example, had a coordinator, whereas two of the medium-sized ones did not. Further, one of the medium-sized LEAs had a budget line that covered as many items as those for large LEAs. Nevertheless, size certainly facilitated the assignment of staff to work with the PAC and the designation of funds for the PAC's use or benefit.

Another dimension to be considered in relation to size is that percentage of the total student population comprised of Title I students. In the case of the eight districts participating in CPI's study the percentage varied greatly and did not seem to vary with size of student population or with amount of support devoted by the LEA. In the greater support states, the percentage the Title I student body represented of the total student population ranged from 4.0 percent to approximately 19 percent, with the mean being 13.5 percent. In the average support districts, Title I students constituted from 3 to 22 percent of the total student population, with the mean being 8.4 percent. In the two lesser support districts, the student population ranged from around 10 percent to around 13 percent, with the mean being 11.9 percent.

The school districts differed in terms of the kinds of populations they served. Kirschner Associates classified the three sample states according to their urban/rural character; the lesser support SEA was located in a state that was designated as rural, whereas the average and greater support SEAs were located in predominantly urban states. From CPI's perspective, however, it is important to note the urban/rural character of the LEAs themselves. Two of the greater support districts would be classified as urban school districts, whereas the third served both urban and rural dwellers. In the medium support districts, there were two districts serving primarily rural residents and one serving city residents. One of the lesser support districts served a city population, whereas the other served a predominantly rural population.

The ethnic character of the student bodies differed across districts as well. Of the Title I population across all eight school districts, 70.0 percent were minority, with 97.7 percent and 1.6 percent of this minority being black and Spanish-speaking, respectively. In the greater support LEAs, the percentage of minority students varied from 37 percent to 98 percent, with the average percentage being 76 percent. In the average support LEAs, the percentage varied from 30 percent to 60 percent, with the average being 50 percent. In the lesser support LEAs, the percentage varied from 6 percent to 32 percent; the average was 27 percent. These figures would indicate that the eight districts selected for intensive study were atypical in the ethnic character of their Title I populations. It will be recalled from Chapter II that approximately half of the nation's Title I student population is white; the representation of minorities in the districts selected for CPI's study was much greater than for the nation as a whole. The implications of the greater minority representation for our study are not clear. (And they are further complicated by the fact that the ethnic characteristics of individuals interviewed as PAC Chairpersons and Members were not always consistent with those of the general Title I student population.) Nevertheless, data on the ethnic makeup of the districts' Title I student populations are provided here as contextual information.

General Characteristics of the Educational Systems. The LEAs in CPI's sample faced issues and problems just as other school systems in the nation have (and do). They had strengths and weaknesses as well. To learn about the issues, strengths, and weaknesses, CPI asked all 160 respondents (eight School Board Members, eight Superintendents, 14 Central Office Staff, eight Title I Coordinators, 18 Title I Staff, eight District PAC Chairpersons, 28 District PAC Members, 34 Title I Principals, and 34 matching School-Level PAC Chairpersons) questions pertaining to these areas. Answers to the questions also revealed something of the perspectives respondents held toward the school system with which they worked.

The question, "Thinking of the whole district..., what educational issues, if any, have been of community concern during the last year?" elicited a response from 147 respondents. Ten respondents, deriving from seven different districts, believed there had been no educational issues of community concern; two said they did not know whether there had been any issues, and one's response was not ascertained.

The 147 individuals who believed there were issues cited a rather large, though familiar, set, averaging specification of 1.6 issues apiece. Table 1 in Appendix III specifies the issues and the frequency of mention.[1] Here we may note that the primary issues included: closing of schools or reboundary of attendance areas (mentioned by 28 respondents), accountability (27 respondents), source and allocation of funding (32 respondents), funding amount (25 respondents), desegregation (also 25), and functional illiteracy or lack of sufficient student achievement (22 respondents). Lesser mention was made of sex education, curriculum/program, school board appointments and elections, school policy controversy, discipline, overcrowding and disintegration of educational facilities, and textbooks.

Although the number of problems mentioned by any individual did not vary across districts, the kinds of problems did. The issues receiving heavy emphasis in responses, by district and by category of support, were as follows:

Greater Support:

District 1:	Sex education, functional illiteracy/student achievement, and discipline
District 2:	Desegregation, funding amount, and funding source and distribution
District 3:	Funding source and distribution, functional illiteracy/student achievement, and funding amount

Average Support:

District 1:	Funding amount[2]
District 2:	School closings
District 3:	Accountability and funding source and distribution

Lesser Support:

District 1: School closings and controversial school policies
District 2: Curriculum/program and accountability

The weaknesses perceived by respondents concerning their school systems (see Table 2) were somewhat related to the educational issues that had been of community concern during the preceding year. Most frequently mentioned were inadequacies in curriculum/program (mentioned by 37 respondents), overcrowding and quality and amount of facilities, materials and equipment (34 respondents), lack of funds (33 respondents), faculty quality and short staffing (28 respondents), lack of parent involvement (16 respondents), form and distribution of funding (also 16), and administration (14 respondents). Less frequently mentioned were lack of community support; discipline; illiteracy or lack of sufficient student achievement; politics in the operation of the LEA; unsatisfactory communication between faculty, administrators, parents, students, and/or community members; unsatisfactory actions by school board members; size of LEA; unionization of staff; and "paperwork."

The 145 individuals who believed there were weaknesses and specified what they were each mentioned an average of 1.7 weaknesses. Neither the average number nor kinds of weaknesses mentioned varied across the school districts in the study.

This is not to say that the respondents were negative toward their respective districts. In fact, they were more likely to note strengths (Table 3) than they were weaknesses. The 144 individuals who specified strengths mentioned an average of 2.1 each. The average number of strengths varied across school systems from 1.7 to 2.9, but this variation did not appear to vary consistently according to level of support.

The kinds of strengths having prominence did not differ greatly across districts, and it will be noted that some of the items mentioned as weaknesses by some respondents were seen as strengths by others. Most frequently mentioned as strengths were faculty (mentioned by 84 individuals), curriculum/program (mentioned by 60), administration (mentioned by 49), and communication between faculty, administrators, parents, students, and/or community members (noted by 31). Less frequently mentioned were facilities, materials, and equipment; parent involvement; community support; school system size; the desegregation program; and the school board. Ten individuals did not allude to particular qualities, but said simply that their LEAs had "generally good systems."

Title I Program Characteristics. The districts, of course, submitted applications wherein they spelled out the nature of the Title I program they intended to implement. All eight applications[5] specified reading as an instructional area; seven specified math as well. Two specified English as a second language.

There is one other semi-instructional area that bears discussion--kindergarten or prekindergarten readiness. In four districts, this program component was broken out separately from reading and/or math components. But the distinction was blurred owing to the fact that the kindergarten/prekindergarten components were cast as developing pre-reading and/or pre-math skills. Other *districts serving children in the pre-first-grade* age group simply made reference to them in the discussion of reading and/or math programs themselves.

Along with instructional services, all but one LEA specified supportive services to be funded through Title I. Five applications stated that medical/dental services would be provided; five specified psychological, diagnostic, or psychiatric services. Three noted that guidance counseling would be furnished. Social work services, speech and hearing therapy, transportation for field trips and cultural enrichment, and resource centers were each designated by two LEAs. Provision of clothing, attendance activities, and community involvement efforts were each specified by one LEA as supportive services.

The instructional and supportive services were to be provided to age groups varying across school districts. The vast majority of children fell in the elementary and junior high groupings, with the lowest age grouping specified by any one school district being pre-kindergarten and the highest being ninth grade.

The major objectives set forth in the LEAs' applications generally focused around specific gains to be made in instructional areas as measured by tests; this is in line with USOE's models for determining the effectiveness of the Title I program. But there were a few districts that also specified objectives in other areas including improvement of self-image and home-school-community relations.

Schools, in line with program regulations, were selected through the use of various income-related indices, such as AFDC, participation in school lunch programs, etc. All eight applications designated test performance as the main method for selecting children. Three applications also stated that teacher evaluations would be used; one also added that children repeating one or more grades would be considered for participation.

All of the School Board Members, Superintendents, Title I Coordinators, District PAC Chairpersons, and District PAC Members were asked to describe their respective LEA's Title I program in terms of the instructional and support services offered, the grade levels covered, the method for selecting children, and the program's objectives. Only eight of the Central Office and Title I Staff were asked these and other basic questions relating to the program, e.g., some of the questions pertaining to PAC history.[4] The total number of individuals answering the basic program questions for the district level was 68.

Title I Principals and School-Level PAC Chairpersons were asked the questions as they pertained to their respective schools. The Principals and School-Level PAC Chairpersons, it will be recalled, derived from the same schools, bringing the total number of matched pairs to 34 (34 Title I Principals and 34 School-Level PAC Chairpersons).

The purpose in asking these questions was (1) to ascertain the amount of common understanding between individuals at the district and school levels regarding basic parts of the program and (2) to ascertain the extent to which respondents' conceptions, at least at the district level, were consonant with the Title I application's specifications for the LEA. The latter objective could not be fulfilled at the school level as it was recognized that all instructional and supportive services, grade levels, etc. that existed at the district level might not exist at any one school. The focus at the school level was just on the former objective.

In regard to the latter objective, it should be borne in mind that the discussions of consistency between district-level respondents understanding and the Title I applications are not intended to imply that a respondent or LEA category is more "right" than another. First, there may have been amendments to the Title I application to which CPI was not privy. Second, the application may have had some ambiguous areas, e.g., the kindergarten/prekindergarten component discussed above, that may have been interpreted one way by some respondents and another way by others.

With these points in mind, we may move now to a discussion of responses to the question, "What instructional areas were funded (this year) as part of the compensatory education program in this district/school?" Table 4 contains a listing of all of the instructional areas designated by district- and school-level respondents. This table shows that respondents focused on reading and math as the main instructional areas; this was consistent with the applications. Respondents listing language arts/communication skills had conceptions consistent with the applications; although the development of such skills was not specified as a primary component in the applications, it was usually designated as a by-product of the reading component.

In districts with English as a second language as a component, some respondents conceptualized the component as "bilingual education." While there is a difference between bilingual education and English as a second language, respondents were not always capable of drawing the distinction.

There were very few responses across the school districts that were fairly far removed from the applications' component descriptions. Only seven fell into such a grouping, and even these may have been the secondary emphases of the reading component.

But this global description of the instructional areas fails to distinguish the differences that existed between district-level respondents' understandings and the Title I application's specifications. CPI analyzed each district-level respondent's answer to this question, designating whether it "agreed" or "disagreed" with the Title I application for his/her LEA. There was some latitude in the designation. For instance, in a district whose components were, say, reading, math, and English as a second language, a respondent stating that the components were reading, math, and bilingual education was classified as agreeing with the application. If a respondent stated that the components in his/her school district were reading and language arts/communication skills and the application specified reading, the respondent's answer was classified as agreeing. If a respondent in a school district with reading, math, and kindergarten/prekindergarten components failed to specify kindergarten/prekindergarten, but specified reading and math, his/her response was classified as agreeing. It was only if the respondent omitted a clearly separate component (e.g., said reading when the application stated that there would be reading and math),[5] added a clearly separate component, specified a component that was rather far removed from the application's descriptions of instructional areas, or said, "I don't know," that the response was classified as "disagreeing."

The agree/disagree responses were analyzed according to LEA level of support. There was no association between the two variables; i.e., the amount of agreement between conceptions and application specifications did not increase as the level of support for PACs increased.

On another dimension, however, there were some differences. Table 5 shows that the higher LEA staff were in the administrative structure, the less agreement there was.[6] District PAC Chairpersons were more knowledgeable about Title I instructional services than were District PAC Members. These data would indicate, as expected, that understanding of the program instructional focus decreased the less involved individuals were with the day-to-day Title I operations.

Title I Principals' responses about their schools' instructional areas were compared with the responses made by the respective School-Level PAC Chairpersons. Twenty-five (73.5 percent) of the 34 pairs were in agreement, or had matching responses. Nine pairs were not in agreement. The number of matching pairs was not related to the level of support for PACs emanating from the district level.

As noted above, all but one of the LEAs provided supportive services in addition to instructional ones. When asked whether or not supportive services were provided, 95 (69.9 percent) of the 136 individuals asked the question responded that they were, 35 (25.7 percent) said they were not, and six (4.4 percent) said they did not know. Table 6 shows the supportive services listed by those believing such services were existent, and it reveals that the conceptions of supportive services were generally consistent with those specified in the LEAs' applications. The 94 responding individuals, who each specified an average of 2.1 services, placed greatest emphasis on medical/dental services; psychological, diagnostic, and/or psychiatric assistance; counseling; resource center services; and speech and hearing therapy. Twenty-six responses (13.0 percent of all responses to the question) fell in other categories not specified in the applications as being funded through Title I.

Again, it is most relevant to consider the district-level respondents' answers in light of their agreement or lack of agreement with the specifications of the Title I applications. The first issue to address is the extent of agreement between the applications and the district-level respondents' conceptions on whether or not there were supportive services to begin with, much less what those services were.

The amount of agreement varied only slightly with the amount of support offered PACs. A little over 80 percent of the respondents' answers in greater and average support LEAs were in agreement with their Title I applications on the existence of supportive services. In lesser support LEAs, there was slightly less agreement (approximately 73 percent).

As Table 7 shows there was the same general trend in amount of understanding by respondent category as occurred for instructional areas. There was one exception to the trend in the Central Office/Title I staff category, where the individuals in that category were in a little less agreement with the application than the Superintendents. It should be noted, of course, that the number of respondents in any one category of LEA staff and the differences between them and PAC participants were so small as to prevent drawing any real conclusions. The table is presented only because the trend is generally consistent with that for instructional areas.

At the school level, there were 29 pairs of Title I Principals and School-Level PAC Chairpersons (85.3 percent of 34 pairs) that were in agreement with one another. The Principals and Chairpersons in five other pairs were not in agreement. Approximately the same amounts of agreement were found according to LEA level of support for PACs, thus again countering any ideas that support would be related to common understanding of basic program characteristics.

Initially, CPI had intended to study the amount of agreement between the particular supportive services specified in the Title I applications and those noted by respondents. This endeavor proved rather meaningless. In a number of districts, several supportive services were provided. Very few respondents remembered all of them, but only specified some of them. Suffice it to say that on the whole all supportive services set forth in the Title I application for a given district were specified by at least one person in that district, and usually by several. Very few supportive services mentioned were completely afield from the application.

Unlike for instructional and supportive services, there was considerable lack of agreement between respondents' conceptions of the grade levels covered by their Title I programs and what was set forth in the applications. The lowest age level specified was, like in the applications, prekindergarten, but, unlike in the applications, the highest grade was twelfth grade.

The amount of agreement between the applications and the respondents' conceptions of grade levels again failed to bear a consistent relationship with amount of support offered to PACs. Somewhat more relevant, again, appeared to be respondent category. As Table 8 shows, there were more exceptions to the trend among levels of respondent than in, say, designation of instructional areas. For instance, the District PAC Members' answers were more in agreement with their respective LEAs' Title I applications than were those of District PAC Chairpersons. School Board Members were more in agreement than Superintendents. Not to belabor the point, these findings must be evaluated in light of the small number of individuals in any one respondent category. But they show less common understanding, even among Title I Coordinators, of a programmatic factor which is less related to the emphasis of the program. Put another way, individuals were apparently more likely to catalogue services in their minds than they were grade levels. LEA staff were on the whole more likely to catalogue grade levels than were district-level participants in the PAC (see Table 8).

One might expect that there might be lack of agreement on the grade levels covered by the Title I program in the district as a whole because so many constellations could exist. At the school level, where in most cases the grades served are less in number than at the district level, one might expect more agreement. But the Title I Principals and their respective School-Level PAC Chairpersons were in agreement with one another in only a little over half (19 pairs, 55.9 percent) of the cases. The other Principals and Chairpersons were not in agreement (15 pairs, 44.1 percent). The amount of agreement within pairs was about the same across levels of LEA support for PACs.

Regarding the two other basic characteristics of the Title I program set forth in the applications and addressed in interviews with respondents--selection of children for participation and program objectives--CPI did not assess agreement between conceptions and application specifications. CPI's question pertaining to the selection of children did not distinguish between the selection of target schools and the selection of children within them; rather the question was directed at ascertaining the respondent's general understanding of selection. Further, sufficient information was not present in all applications and documents received from the eight LEAs to pinpoint all of the criteria used within each district to target and select program participants. Regarding the other area, program objectives, it was highly unlikely that respondents would state objectives in as technical a manner as often occurred in the applications (e.g., "Program participants will demonstrate achievement in mathematics beyond expectation ($p \leq .05$) in normal curve equivalent units as measured by appropriate levels of norm referenced achievement instruments."). Analysis focused instead on general perceptions of the program's purpose and their overall consistency with Title I objectives.

Table 9 reveals that most respondents had a basic understanding of the method by which children were selected for participation. The major method of selection was testing, and that 86.7 percent of the 135 individuals responding to the question specified testing reveals a widespread understanding of this fact. A little over a third of the respondents stated that some form of teacher evaluation or observation was used, a method specified in some of the Title I applications received by CPI. Income-related indices were mentioned by only a little less than a quarter of the respondents. The income-related answers may reflect the inclusion of criteria that are technically used for the selection of schools, but have their indirect effects on the selection of children themselves. Or, assessed from another vantage point, the lack of income-related indices by over three-quarters of the respondents may reflect adherence to the idea that Title I is for educationally disadvantaged children, not solely economically disadvantaged children.

A few other criteria were noted by respondents, e.g., previous enrollment in the Title I program and performance below grade level (method for assessing same unspecified). But their designations of methods indicate an understanding which was consistent with Title I regulations in general and with the Title I applications for their districts in particular.

The program objectives specified by respondents, as shown in Table 10, did not differ significantly from one another. Differences lay mainly in the degree of specificity attending the objectives and the level of aspiration. For instance, almost a third of the respondents stated that the program's primary objective was to increase skills in reading, math, and/or language arts. Another group of the same size emphasized not just increasing skills, but also bringing children up to grade level in these subject areas. Some respondents did not specify the subject areas, but simply stated that children's skills should be increased or that they should be brought up to grade level. These individuals respresented another quarter of the respondents answering the question on objectives. Then 14.0 percent of the respondents gave extremely general responses related to serving educationally and/or economically disadvantaged children.

In addition to instructional objectives and the results of their implementation, respondents set forth a few other objectives. A little more than a quarter referred to the method for service delivery by stating that the program should provide individualized instruction or instruction which was supplemental to that which was offered in the regular classroom. About a tenth saw the program as motivating disadvantaged students. About six percent viewed the program as bringing parents, teachers, and/or students closer together and improving their communication with one another.

All of these objectives are in line with the program regulations for Title I. And they were in general agreement with the Title I applications for the eight LEAs under study.

The Title I programs in the districts studied by CPI were not implemented for the first time in 1977-1978. Rather, they fell in a time continuum of program implementation that needed to be assessed for its possible relevance to PAC operations.

There was little documentation of the history of Title I implementation, so CPI had to depend on eliciting such information from respondents. The School Board Members, Superintendents, eight Central Office/Title I Staff, and Title I Coordinators were asked the length of time Title I had been in their respective districts. In only one district did all four kinds of respondents note the same length of time. The variation in response in the other seven districts may have been a function of staff turnover in the LEA; while CPI did not collect information from LEA staff about the length of their affiliation with the district and/or with its Title I program, it might be hypothesized that a good number were not present at the time of the Title I program's initiation and, thus, might be unknowledgeable about its startup date.

The number of years specified for Title I program existence ranged from six years (noted by one respondent) to 13 years (noted by nine). Three individuals said they did not know the length. When these three are omitted from consideration, one finds that the average number of years noted across the remaining 29 LEA staff who were asked the question was 11.5. The shortest average length of program existence noted in any one district was 9.75; the longest, 12.25.

Title I Principals were asked how long the Title I program had been in existence at their schools. Like their district-level counterparts, Title I Principals were often unable to say exactly how long there had been a program, owing to the fact that they were not affiliated with their current schools at the program's first inception. Often they said, "Well, we've had the program at least since I've been here, and that's been X years." The number of years noted in the statement such as this was the number coded in CPI's analysis; thus, the figures to be provided below may be somewhat conservative.

In any event, the number of years noted by the Title I Principals varied from individual to individual. This variation is owing not only to the impact of staff turnover described in the previous paragraph, but also to the fact that the same schools are not always funded by Title I every year. Schools are added and dropped.

With these factors in mind, it might be noted that the average number of years specified for Title I existence at the school level was 7.1, a difference of 4.4 years from the average for the district level. The designations varied across districts, from an average of 4.7 years for sample schools in one district to 10.5 in another. The shortest length specified by any Title I Principal was one year; the longest, 13 years.

Obviously, the Title I program has changed over the past 13 years since it was inaugurated. All respondents except the School-Level PAC Chairpersons (N = 126) were asked to describe the changes that had occurred in the district's program during the past few years. The respondents asked the question included all LEA staff and District PAC Chairpersons and Members.

Table 11 shows the changes noted by the 109 people who specified that there had been changes. (Fifteen others said there had been no changes.) The table shows that almost a third had noticed a narrowing or focusing of the program (e.g., reduction in the number of grades served, elimination of other instructional areas besides reading and math, etc.). A little over a fifth noted the addition of areas (e.g., enlargement in scope from reading only to reading and math). A little less than a fifth stated that staff had more well-defined roles and were more knowledgeable about the activities they should engage in and the manner in which to carry them out. Around 15 percent saw the number of students served by the program increasing over the past few years. Other changes were indicated by respondents, but these four received the major emphasis.

The district-level changes noted by respondents were analyzed to see if there were patterns according to the amount of LEA support for PACs and respondent's position vis-a-vis the structure. The former would not be expected to vary in any particular direction because of LEA support differences, but the analysis was performed to ascertain if the contextual situation were different for the districts within each category of support.

Table 12 shows that there were some differences according to LEA support. Greater support district affiliates placed greatest emphasis on the narrowing or greater focusing of the program, improved definition of staff roles, and increase in the number of program areas. Average support LEAs placed heavy emphasis on only one change--narrowing or greater focusing of the program. In lesser support districts, increase in number of program areas received substantial attention, as did increase in the number of students served by the program.

There were differences between LEA staff members and PAC participants in the changes they discussed (see Table 13). LEA staff were more likely to specify organizational or administrative areas; the changes noted most frequently by them were (1) narrowing or greater focusing of the program, (2) increase in the number of program areas, and (3) improved definition of staff roles. District PAC Chairpersons and Members gave greatest attention to (1) increase in the number of program areas, (2) increase in the number of students, and (3) improved instruction.

Title I Principals and School-Level PAC Chairpersons were asked whether there had been changes in the Title I program at their respective schools. The overall response of these individuals is found in Table 14.

Principals and School-Level PAC Chairpersons were less likely to have seen changes in the program at the school level than were LEA staff and PAC participants who answered for the district level. A fifth of the 68 persons asked about school-level changes said there were none or only insignificant ones. Four individuals did not know whether there had been changes, and the answers of two others were not ascertained.

Thus, the changes indicated in Table 14 refer to those discussed by 48 school-level respondents. The number of changes averaged a little less than for district-level changes. Further, three of the changes receiving the greatest attention in assessments of district-level changes also received the greatest attention at the school-level: (1) better definition of staff roles, (2) narrowing or greater focusing of the program, and (3) increase in the number of program areas.

While the number of respondents in any one category of response was extremely small, CPI assessed the responses to this question for differences between the Title I Principals and School-Level PAC Chairpersons in their conceptions of change at the school level. Table 15 implies that Title I Principals were like other LEA staff in alluding to changes in administrative and organizational aspects, e.g., definition of staff roles, narrowing or focusing of the program, and increases in options for the use of classroom or pullout instruction. School-Level PAC Chairpersons, while there was no extremely heavy emphasis on any category, like their district-level counterparts seemed to emphasize the increase in the number of students and improvement in instruction.

In summary, this section on Title I program characteristics indicates that there were differences in understanding of the program and views of its past history. The differences in a few cases varied by LEA support, but by and large the position of the respondent was more relevant in producing differences. That there was not uniform understanding and perspective on the program itself might be related to any nonuniform understanding and perspective on PAC operations.

General Title I PAC Characteristics. The greater part of this chapter will deal with Title I PAC characteristics and trends in operations, but certain basic information provided by respondents might be presented here.

For instance, the School Board Member, Superintendent, one Central Office/Title I Staff member, and the Title I Coordinator in each district were asked when the District PACs for their LEAs were formed. Five of the 32 who were to be asked the question said they did not know when the District PAC was formed, and the answers of two individuals were not ascertained. The remaining 25 individuals advanced a number of founding dates; there was very little agreement between respondents in any LEA. The estimates varied from four years since founding to 17 years, with an average of 9.2 years being specified.

As unreliable as these estimates might be, the data would indicate that Title I District PACs have been in existence in the respective LEAs longer than School-Level PACs. This stands to reason since in Chapter I it is noted that the latter kind of PACs was not mandatory until the 1974 Amendments for Title I were passed. The same individuals who were asked about the founding dates of their District PACs were asked about the date of the founding of the first School-Level PAC in their respective LEAs. Again, the answers varied within and between districts. Of the 32, five said they did not know when the first School-Level PAC was formed, and one person said there were no School-Level PACs. The estimates of the remaining 26 people ranged from two years to 12 since the founding. The average estimate was 6.6 years.

The 32 administrative LEA staff were also asked how long PACs had existed for all Title I schools. Again, there was variation within each district in answers to this question. Twenty-five provided some estimate[7] ranging from one year to 12, with the average number of years being 5.9.[8]

The 34 Title I Principals were asked how long their respective schools had had School-Level PACs. One person said there was no really formal School-Level PAC at his/her school, and the answer of another was not ascertained. The estimates of the remaining 32 Title I Principals ranged from one year to seven, with the average being 3.8 years. This average is substantially lower than the average specified by the 32 administrative LEA staff for the districts as wholes. The difference in estimates between the Title I Principals and the LEA administrative staff may be owing to the schools' participating in CPI's study being atypical of Title I schools in the eight districts, lack of knowledge on the part of administrative staff or Title I Principals, or both. The estimates, however, reaffirm the idea of there having been a shorter length of existence for School-Level PACs.

Like the Title I program, the PACs in the LEAs participating in CPI's study have emerged over time. Hence, it behooved CPI to try and learn how the current Title I PACs might differ from previous ones.

All 160 individuals interviewed were asked whether the Title I PAC had changed over the past few years. Nine said they did not know, and one person's answer was not ascertained. Forty-two (28.0 percent) of the remaining 150 respondents said there had been no changes, whereas 108 others (72.0 percent) said there had been changes.

Table 16 shows that whether or not respondents saw the PAC as changing varied according to the level of support offered by LEAs towards PACs. Individuals in greater support districts were more likely than average support districts to say there was change. Individuals in average support districts, in turn, were more likely to say there was change than individuals in lesser support districts.

PAC change was also analyzed in light of respondents' levels and positions in the educational structure. While there were no important differences between LEA staff and PAC affiliates, there were such differences between district-level and school-level respondents (Table 17). Title I Principals and School-Level PAC Chairpersons were much less likely to note changes in the PAC than district-level LEA staff and participants in the District PAC.

Those believing there had been changes saw different kinds over the years, as shown in Table 18. A perusal of this table would imply that positive changes have occurred, from the perspective of most respondents. From 20 to 41 percent believed that over the past few years, the PACs in their districts had become more knowledgeable, more active, more involved, more numerous, and/or more communicative/cooperative. Only a small percentage of respondents made statements that might be considered pejorative, e.g., that there had been more turnover, a decrease in number of members, and/or a decrease in activity.[9]

Putting these data together with those from Tables 15 and 16, one might hypothesize that in greater and average support districts, the PACs, particularly at the district level, had changed for the better. While there was some change in lesser support districts, it was not as marked.

With the above data as context, it is now possible to turn to an examination of the data obtained in CPI's study that pertain to the theoretical framework presented in Chapter II. The findings are presented below and organized in the manner that they were discussed in Chapter II.

PAC Impact

General Characteristics

In this study there were a number of major questions to be addressed, but perhaps the one most important to NIE, state and local education agencies, PACs, and other organizations would be, "Did PACs in the eight LEAs studied by CPI have impact on the management and administration of Title I at the local level?" Hence, it is to this major question that the discussion of findings will turn.

It will be recalled from Chapter II that impact for the purposes of this study was defined in terms of outcomes of action, in terms of the extent to which the views of the PAC were taken into account in decision-making regarding Title I. As well, it will be recalled that impact was not seen in a unidimensional manner. Rather, the existence and amount of impact may vary from activity to activity and from organizational unit to organizational unit.

In light of these definitions and perspectives on impact, CPI asked about impact not through one question, but many. These questions were of four types. First, there were questions ascertaining the results of meetings or discussions between PACs and other parties within and outside the school systems. Second, there were questions directed toward eliciting information on the results of any PAC attempts to bring about changes relative to the Title I program. Third, there were questions directed toward ascertaining LEA staff's assessments of the PAC's ability to help bring about desired changes in the Title I program. And, fourth, there were questions eliciting respondents' perceptions or opinions of PAC influence as of the time of interview.

The data deriving from each of these kinds of questions will be described below on a general level. The effects of respondent position (PAC member or LEA staff member) and respondent level (district or school) will then be discussed. The effects of other factors--e.g., PAC activities, PAC membership characteristics, external constituency of the PAC, PAC management responsibilities, and LEA and SEA support for PACs--will be discussed in other sections dealing specifically with those factors.

Impact as Demonstrated by Results of Meetings and Discussions. In the section of this chapter having to do with PAC activities, meetings and discussions between the PAC and other parties about a specific Title I matter or issue will be described. It will be recalled from Chapter II that CPI decided to take a decisional approach to the study of impact--investigating the most extant situations where impact might be exhibited. These would include those situations where the Title I program or aspects of it were reviewed and the PAC's ideas concerning the matter being reviewed might have been expressed. Discussions between the PAC and other individuals and groups were seen as exemplifying such situations.

For instance, the Title I Coordinator and District PAC Chairperson and Members were asked whether there had been issues or problems raised either by the PAC or Title I Coordinator during PAC meetings or in specially called meetings. Overall, respondents answered affirmatively about two-thirds of the time. About five percent of the time, the discussion was simply of an information-sharing nature where no action was required on the Title I Coordinator's or PAC's parts. The other 95 percent of the time, the issue could have been the Title I application, evaluation, instructional program, staffing, PAC activities (the planning thereof), or another issue (see section on PAC activities for greater discussion).

With this general information in mind, we can move on to a discussion of the results of the discussions between the Title I Coordinator and District PAC. Across all the questions having to do with results of discussions between the two parties, there were 90 responses. Of these, 13 (14.4 percent) indicated that the result was information sharing, approximately the same number of responses indicating that information sharing was the purpose. The sharing of information constitutes impact inasmuch as the regulations specify that information about the planning, implementation, and evaluation is to be shared. Thus, it illustrates that the LEA is taking into account the needs of the PAC for information. Further, the information sharing result might be relevant for future instances of decision-making. That is, with the LEA staff receiving information from the PAC about its orientations, plans, and ideas, the LEA would more readily be able in the future to take the PAC's perspective into account.

The remaining 77 responses having to do with results of District PAC/Title I Coordinator interactions referred to cases in which a specific Title I-related matter was being considered and where action was perhaps required on the part of either the PAC or Title I Coordinator. In 14 of these (18.2 percent), either nothing happened or the respondent deemed it too soon to tell what the results would be. In 81.8 percent of the 77 responses, however, there had been a specific outcome--illustrating a direct influence on the program.

In cases where the Title I Coordinator had raised an issue during a PAC meeting and the PAC's input was provided, the PAC: (1) gave its opinions (as requested), most of which were supportive of the Title I Coordinator's orientations, but some of which were not; (2) wrote letters to Congressmen, et al. to support the Title I Coordinator's orientations; or (3) engaged in other activities requested by the Title I Coordinator that were supportive of the LEA.

Where the PAC raised an issue with the Title I Coordinator during a PAC meeting and the Title I Coordinator took action, the Title I Coordinator either (1) gave or obtained (as requested) an explanation regarding the question raised by the PAC, (2) did what the PAC requested or got other people to do so, (3) supported an action that the PAC proposed to carry out, or (4) worked with the PAC on an issue until a compromise was reached.

In terms of discussions that took place outside of regular PAC meetings, either the PAC or the Title I Coordinator could have been required to act. The findings show that the same kinds of results that emerged from discussions of issues during PAC meetings arose from discussions outside of meetings.

Like the Title I Coordinators and District PAC Chairpersons and Members, Title I Principals and School-Level PAC Chairpersons were asked about the results of discussions of Title I-related matters both during and outside of regular PAC meetings. In the section on PAC activities, the reader will learn that in 64 (32.0 percent) of the 200 responses concerning whether such discussions had occurred, the answer was affirmative. This was a lower percentage than for the District PAC's interactions with the Title I Coordinator. Further, a higher percentage of answers concerning the purpose of the discussion designated information sharing as the purpose--40.4 percent.

Thus, it is not surprising [illegible]6.8 percent of the 71 responses concerning the results of the interactions indicated information sharing as the result. Of the remaining 52 responses having to do with more concrete action, seven (13.5 percent) indicated that nothing had happened or that it was too soon to tell the results. Forty-five (86.5 percent) indicated that the School-Level PAC or Title I Principal had taken some sort of action as a result of the discussion. These findings indicate that while the School-Level PAC and Title I Principal were less likely to have discussions that would, in turn, result in PAC impact, where such discussions occurred and concrete action was called for, the likelihood of there being action was similar to that for the District PAC.

The character of actions taken was also similar to that for the District PAC/Title I Coordinator interactions. If the Title I Principal raised an issue with the School-Level PAC during regular PAC meetings and it took action, it undertook the same efforts as the District PAC although in a few cases an additional action was taken, namely, passing the issue on to the District PAC. When the PAC raised an issue with the Title I Principal during PAC meetings and he/she took action, the person took actions similar to those taken by the Title I Coordinator. The only exception was in the provision of support for activities that the School-Level PAC proposed to do. There were no responses indicating this kind of result, but this may have been owing to the PAC's not proposing to undertake an action that required the Title I Principal's support. In the few discussions that took place outside of regular PAC meetings, the School-Level PAC and/or Principal took actions similar to those taken as a result of discussions between the District PAC and Title I Coordinator outside of regular meetings.

In addition to questions about interactions between the PAC and its primary LEA contact (the Title I Coordinator in the case of the District PAC and the Title I Principal in the case of the School-Level PAC), respondents were asked whether meetings had occurred between the PAC and other parties. Such parties included: the SEA or State PAC, the School Board, the Superintendent, Central Office/Title I Staff, Title I Coordinator (in the case of School-Level PACs), Title I Principals (in the case of District PACs), the District PAC (in the case of School-Level PACs), School-Level PACs (in the case of the District PAC), and other School-Level PACs (in the case of School-Level PACs). The section on PAC activities will show that such meetings were reported to have taken place approximately 32 percent of the time. Individuals saying that the meetings had taken place said they were for information sharing purposes 48.3 percent of the time.

Two hundred and forty-eight responses were given regarding the results of the interactions between the PACs and other entities. Of these, 143 (57.7 percent) referred to information sharing as a result, not a surprising finding in light of the number of responses indicating the purpose was information sharing. Of the remaining 105 responses having to do with actions taken as a result of a specific issue's being raised, 16 (15.2 percent) indicated that nothing had happened or that it was too soon to tell the results. Eighty-nine (84.8 percent) indicated some concrete action had been taken.

CPI will not describe all of the specific actions taken as a result of interactions between the PAC and particular entities. Suffice it to say that approximately half the time, the PAC was the one undertaking actions as requested by the other party, whereas about half the time, the other party (SEA, State PAC, School Board, or others) took action as the result of a PAC request. The kinds of actions were in line with the purposes of the interaction (to be described further in the section on PAC activities); they paralleled generally the actions described for the District PAC/Title I Coordinator interactions.[10]

In summary, these findings regarding the results of meetings show that that District and School-Level PACs had some impact on the Title I program in their respective LEAs. How much impact they had by comparison with what they might have, however, cannot be estimated. The data do not lend themselves to such analysis. Moreover, there is no body of literature or information that would indicate the total potential or desired impact that the PACs should have. What is clear from the data collected by CPI is that PACs were generally interacting with members of the educational structure in such a way that their perspectives would be taken into account--the definition of impact employed in this study.

Impact as Demonstrated by Results of PAC Attempts to Bring About Changes. In the section on activities, PAC attempts to bring about changes desired by one or more PAC members will be discussed. Results of such efforts would indicate PAC impact in areas in which it would be least expected to have it. Thus, included with the questions about PAC attempts to bring about change were questions about the results of the efforts.

Prior to discussing the results, some basic information should be presented. First, not all the PAC affiliates--the individuals asked about the activities undertaken and results of those activities directed toward bringing about change--

desired changes. Rather, only 71.4 percent wanted changes in one or more areas of Title I. When these individuals were asked what the PAC had done to bring the changes about, 29.3 percent of the responses indicated that nothing had been done, and 26.8 percent indicated that the matter had just been discussed at meetings. This left only 36.5 percent of the responses showing the PAC had undertaken some sort of action, e.g., asking the administration for change, meeting with the administration, school board, or others about the change, and writing letters to the SEA, Congress, or similar entity advocating change.

Hence, it is not surprising that there were few results. Across the various areas of change that could be discussed by respondents, 81.6 percent of the responses indicated that there had been no results, that it was too soon to tell, or that decision-making regarding the proposed changed was not the responsibility of either the LEA or PAC (but rather that of the SEA, Congress, the federal government, or some other entity). Only 12 (18.4 percent) of the responses showed that the LEA staff had learned of and taken into account the PAC's desire for change. In two cases, the respondent stated that the district or school personnel had communicated unwillingness to make the change. In nine cases, the district or school was reported willing to make the change or trying to bring it about, but as yet had been unable to do so. In three cases, the district or school personnel were reported to be planning to make the change.

Because there were only 14 responses showing actual impact on the part of the PAC in bringing about the change it desired (i.e., showing the LEA had at least taken the viewpoint of the PAC into account, whether or not it decided to comply with the PAC's expressed wishes), it will not be possible to explore the relationship of the results to other factors in the theoretical framework presented in Chapter II. About the only conclusion that might be drawn from the above data would be that the PAC as an agent of change was fairly rare in the LEAs studed by CPI. This was the case at least for changes sought and initiated by the PAC. Of course, it could be that the PACs studied were not adamantly desirous of extensive changes in the program. But exploration of this possibility remains for another study.

Impact as Demonstrated by Respondents' Conceptions of the Amount of PAC Influence over Aspects of Title I. The two kinds of impact discussed above--results of meetings with various individuals and groups and results of attempts to bring about change--dealt with events that occurred prior to CPI's site visits to the LEAs. The other two kinds of questions asked pertaining to influence had different time frames.

One set, to be discussed in this subsection, had to do with the amount of influence PACs had as of the time of interview. The other, to be discussed in the next section, had to do with PACs' potential influence in the future.

The two sets of questions are important for our analysis because they reflect the extent of influence-optimism or influence-pessimism existent in respondents' images of PACs (cf., Chapter II). If the PAC were conceived of as having no influence over various aspects of Title I and without potential for bringing about the various actions, then the image would be characterized by influence-pessimism. In turn, we might expect a person with such an image to act accordingly, e.g., perhaps not even invite the participation of the PAC and thus insure the lack of influence. Conversely, if the PAC were conceived of as having a great deal of influence over Title I areas and as having potential for bringing about actions, then the image would be characterized by influence-optimism. A person with such an image would be expected to at least take into consideration the beliefs, ideas, and opinions of the PAC, thus insuring that the PAC would have influence.

Keeping these notions in mind, we might now turn to the questions having to do with PAC influence as of the time of CPI's site visits to the LEAs. CPI was interested in obtaining respondents' opinions of the amount of influence exerted by PACs over various aspects of the Title I program. The aspects included: project application; project evaluation/needs assessment; the Title I instructional program; staffing; financial management and budget; and PAC activity and management. For each of these project areas, respondents were asked to indicate whether District and School-Level PACs had no influence, a little influence, a moderate amount of influence, or a great deal of influence. The answers were recorded on a scale ranging from none for no influence to three for a great deal of influence.

Table 19 contains the frequencies and percentages of response to each point on the scale for each area of Title I. The average ranking of amount of influence is contained in the last column on the right-hand side of the table.

The District PAC, as noted in the table, had the greatest amount of influence over its own activities and management, averaging moderate to a great deal of influence over that area of Title I. The area over which it had least influence, according to respondents, was staffing, where it averaged only a little influence. It had a moderate amount of influence over project application, project evaluation/needs assessment, the Title I instructional program, and financial management and budget.

The School-Level PACs by comparison with the District PAC, were perceived as having much less influence on the whole. The areas over which they had least and most influence were the same, however, as for the District PAC. It was just that, in general, the School-Level PACs averaged between a little and a moderate amount of influence, while the District PAC averaged more consistently a moderate amount.

These rankings are informative, but to be truly understood, they must be considered in light of the other parties that might be involved in decision-making vis-a-vis the Title I program. For this reason, CPI had respondents rank the amount of influence exerted by other individuals and groups--various elements of the LEA's structure. Such individuals and groups included the Title I Coordinator, Title I Principals, the Superintendent, and the School Board. The rankings regarding these individuals and groups are also reported in Table 19.

On the average, the School-Level PACs had the least influence (1.6 on the scale) of all of the individuals and groups ranked. The Title I Coordinator had the most, averaging moderate to a great deal of influence (2.6 on the scale). The average rankings of the other individuals and groups, whose influence was generally moderate, were as follows: the Superintendent, with an average ranking of 2.3; Title I Principals, 2.2; the District PAC, 2.1; and the School Board, 2.0.

That the School Board did not exert more influence than the PAC may be owing to the fact that many respondents did not see the School Board as having much direct input into the program, but rather "just" sign-off power over the application. The sign-off prompted some respondents to say that the School Board had a great deal of influence because it could always veto the submission of the Title I application to the state; as well, the Board could, if it desired, intervene in the program and other areas, particularly through functioning as a veto group. Other respondents, however, because the School Board did not typically become involved directly, ranked it as having only a little influence over the Title I program.

Some of the same issues arose in ranking of the Superintendent's influence. Because of the greater likelihood of involvement in day-to-day affairs in Title I, however, the Superintendent was given a generally higher rahking than the School Board.

Perhaps because they were not in administrative positions that enabled them to participate frequently on a district-wide level in decision-making, Title I Principals were given a little lower ranking than Superintendents. Yet, because they could influence Title I aspects in their own schools and periodically voice their opinions at the district level, they received a slightly higher average ranking than the School Board.

The Title I Coordinator was seen as having the greatest amount of influence of all of the individuals and groups ranked, partially because he/she held a management role in all affairs pertaining to Title I. The person in this position could intervene more strongly and directly on both a positive and negative plane in the planning, implementation, and evaluation of the program.

Basically, the point underlying these descriptions is that evaluations of the amount of influence were based on the position of the ranked individual's or group's position in the structure and the duties formally assigned to them. Thus, it is not surprising that the District and School-Level PACs were seen as exerting generally less influence than the other individuals whose influence was estimated.

This point is made in a different way through the assessment of who had the least and most influence in each of the six areas for which ratings were made. The School-Level PACs were consistently seen as having the least influence of all entities ranked, with the exception of one area--PAC activities and management. There, the School-Level PACs received the second highest ranking of influence, following only the District PAC and Title I Coordinator, who had the most influence over PAC activity and management. The Title I Principals were seen as having the same amount of influence over the area as School-Level PACs. The Superintendent and School Board had the least amount of influence over the PAC management and activities.

In each area, the Title I Coordinator ranked first in influence, although he/she shared the position with Title I Principals when it came to the Title I instructional program and staffing. Title I Principals also had a significant amount of influence over project evaluation and needs assessment. Their influence decreased significantly, however, when it came to the Title I application and financial management and budget. There they were likely to be superseded in influence by the Superintendent, District PAC, and School Board.

By and large, the Superintendent ranked second or third in influence over any given area. The District PAC ranked third in the areas of project application, project evaluation/needs assessment, and the Title I instructional program. While the District PAC had more influence over financial management and budget and over staffing than the School-Level PACs, the other individuals and groups ranked generally had more influence in these areas. With the exception of these two areas, the School Board had less influence than the District PAC over the various facets of Title I.

In short, applying these findings to the discussion of influence-optimism and -pessimism contained in Chapter II, one might expect the School-Level PACs to continue to exert the limited amount of influence respondents estimated them to have. They might, along with the District PAC, have control over their own actions and management to a greater extent, but over the programmatic areas of Title I, they might have little input.

Likewise, the District PAC might have a great deal to say about their own operations. And they might continue to have moderate amounts of influence over the Title I application, project evaluation/needs assessment, and the Title I instructional program. Over financial management and budget and staffing, they might have less impact, at least as compared with individuals and groups comprising portions of the formal structure of the LEA.

Impact as Demonstrated by LEA Staff's Beliefs About the PAC's Ability to Assist in Bringing About Change in the Title I Program. In the section on membership characteristics presented below, the predispositions of LEA staff toward change in the Title I program will be discussed for their comparison with those of PAC affiliates. But it might be noted here that 70 (77.8 percent) of the 90 LEA staff interviewed desired changes in one or more areas of the Title I program.

This fact is important in that those saying they wanted change were asked a follow-up question as to whether or not the District PAC could help to bring about the desired change.

The results of the follow-up question must be interpreted with care as 16 of the 70 either said they did not know whether the District PAC could help or did not have their answers ascertained. But the remaining responses give some limited hint of LEA staff's ideas about the PACs' future potential for assisting in bringing about change.

Of the 54 responses to the question, 33 (61.1 percent) said the PAC could help, and 15 (27.8 percent) said it could not. Six people (11.1 percent) believed the PAC could help to bring about some changes, but not others.

Title I Principals were asked whether the School-Level PACs could help to bring about the changes they (the Principals) desired. Again, there were eight answers out of the 27 possible that were either not ascertained or were "I don't know" responses. The remaining 19 answers comprise such a small group that it is difficult to draw any conclusions. It might only be said that about half the time the responding Principals believed the School-Level PAC could help, and about half the time they did not.

Individuals stating that the District and/or School-Level PACs could help to bring about change were asked how the PAC could help. Most frequently they said the PAC could write letters to decision-makers and/or contact their legislators (Table 20). Other suggestions, more vague, were stated by five to 10 respondents each--supporting staff wishes, becoming more vocal, pressing the administration or School Board for change, gaining an understanding of the issues, and becoming more organized.

Those saying the District and/or School-Level PAC could not help were asked why this was the case. Some gave more than one reason. Most frequently (12 responses), the reason specified was that the PAC did not have authority, responsibility, and/or power to help effect the change. About half as often (seven responses) the reason specified was that the PAC did not have enough knowledge or training to know what to do to bring about the change. Four asserted that the PAC was not organized enough. Two gave other responses, e.g., that the PAC members did not express themselves and thus could not help.

The relationship of assertions about the PAC's ability to bring about the changes desired by LEA staff to other factors contained in CPI's theoretical framework (PAC activities, PAC management responsibilities, etc.) cannot be assessed in light of the rather large number of "I don't know" responses and responses not ascertained. Below there will be some discussion of the differences between district-level LEA staff (School Board Members, Superintendents, Title I Coordinators, and Central Office/Title I Staff) and school-level staff (Title I Principals), but conclusions drawn should be extremely tentative. At the more general level, it might only be concluded that over 70 percent of those LEA staff desiring changes and specifying whether or not the PAC could help to bring them about believed that the PAC (at least at the district level) could do so. This would imply that, while the ideas of the ways in which the PAC could help were not generally crystallized or specific in the minds of the LEA staff, the PAC was seen as having some potential influence over Title I, even in areas that would perhaps require more assertiveness and action than would be required if the PAC were simply serving to help maintain the program in its current state.

Effects of Respondent Level and Position

Throughout this chapter, following the presentation of general information about a given factor, there will be a discussion of the effects of respondent level (district or school) and position (LEA staff member or PAC affiliate). The reason for this procedure lies in the fact that there were often differences in response according to these variables. The differences as they related to answers concerning PAC impact will be presented below.

Effects of Respondent Level. The respondents' associations with the district or school level had a demonstrated effect in the pattern of responses to questions asked of individuals from both levels:[11]

(1) The differences between district- and school-level respondents in results of interactions between the PAC and its primary LEA

contact (the Title I Coordinator for the District PAC and the Title I Principal for the School-Level PAC) were described above. What bears further discussion here are the differences between the two levels in their interactions with secondary parties (e.g., the SEA, State PAC, School Board, et al.). Analyzed on a general level, the District PAC was much more likely than the School-Level PAC, according to respondents, to have had concrete results from its interactions with secondary entities. Information sharing constituted 46.3 percent of the 160 responses from district-level respondents regarding results of interactions. By contrast, information sharing received 78.4 percent of the 88 responses from school-level people. If some form of action on a particular issue was perhaps required, 86.0 percent of the time, according to those associated with District PACs, there was some sort of action taken. At the school-level such action was taken 78.9 percent of the time. One might thus conclude that in interactions with secondary parties, the District PAC was much more likely to have direct impact than the School-Level PAC. Given the number of information-sharing responses at the school level, however, there was potential for impact at some other point in the future.

(2) Table 21 presents the average rankings by respondent level regarding the amount of influence exerted by various individuals and groups over different areas of Title I. Patterns did not always exist, but a few were extant. First, district-level respondents saw the influence of the School-Level PACs over the areas as being higher than the school-level respondents themselves saw it. This result may be owing to different orientations and amounts of knowledge at the two levels about School-Level PAC operations. Second, school-level respondents almost consistently saw the Superintendent and School Board as having more influence than did district-level respondents. The greater distance structurally between individuals at the school level and the Superintendent and School Board than between the district-level respondents and these LEA administrative parties may have had an aggrandizement effect. Assessments of the influence of individuals more closely associated with the school-level respondents were not as systematized.

(3) Forty-four (78.6 percent) of the 56 LEA staff associated with the district level wanted change in one or more areas of Title I; 28 (82.3 percent) of the 34 Title I Principals wanted such changes. Substantial portions of both groups of LEA staff either did not have their answers ascertained or said they did not know if the PACs could help to bring about the changes they desired. In terms of whether the District PAC could help to bring about the changes, if the answers of the remaining respondents are representative of the ones not obtained, district-level LEA staff were more likely to assert that it could. About 80 percent of the 44 district-level LEA staff providing an answer stated the District PAC could help bring about change in at least one area, whereas only about 60 percent of the school-level LEA staff so asserted.[12]

Effects of Respondent Position. Like respondent level, respondents' positions either as LEA staff or as affiliates of the District or School-Level PAC had an effect on the pattern of responses to questions where individuals of both kinds of positions were asked questions. Such questions included those about the results of meetings between the PACs and other individuals and groups and those about the amounts of influence held by different individuals and groups:

(1) Regarding the results of discussions between the Title I Coordinator and District PAC, there were some differences between the reports of Title I Coordinators and District PAC Chairpersons and Members. Responses of District PAC affiliates 15.9 percent of the time indicated that the results were of an information-sharing nature; the percentage was 9.5 for Title I Coordinators. If an issue was raised that required action, 89.5 percent of the time Title I Coordinators reported that some action was indeed implemented; the percentage for District PAC respondents was 79.3 percent. The variations in response may have been owing to some extent to differences in the issues reported by the two types of respondents, but the reporting of greater impact by Title I Coordinators is interesting. The differences that existed at the district level regarding results of meetings between the Title I Coordinator and District PAC did not appear in reports of results of meetings between Title I Principals and School-Level PACs. There was relatively little difference in response between the Title I Principals and School-Level PAC Chairpersons. Responses concerning results of contacts between PACs and secondary parties showed some differences. While there were no real differences between LEA staff and PAC affiliates in reports of information sharing, there was a slight difference on the results of actions taken in response to particular issues. LEA staff reported 87.5 percent of the time that some form of action had been taken, whereas PAC affiliates reported that action occurred 83.1 percent of the time. The differences are not striking enough, however, to conclude that position of respondent had significant effects on the reporting of PAC impact.

(2) Table 22 presents the average rankings by respondent position regarding the amount of influence exerted by various individuals and groups over different areas of Title I. Patterns emerged by position regarding the influence of three groups: the District PAC, the School-Level PAC, and the School Board. Almost continually, the PAC affiliates ranked the power of these entities higher than did LEA staff. The reasons for the variations are not at all clear although there may have been a self-aggrandizement effect or different basis for comparison in PAC respondents' evaluations of PAC influence. The structural distance between the PAC and the School Board may have been greater than between that entity and LEA staff, resulting in a greater estimation by PAC affiliates of the power the School Board possessed.

PAC Activities

General Characteristics

Almost half of the questions respondents were asked pertained to the various activities in which the PAC engaged. Some of the questions related to activities had to do with logistical matters, e.g., the day, time, and place of meeting, etc. The other questions referred to the kinds of actions taken by the PAC regarding the Title I program. These two areas of questioning will be summarized below.

The Handling of Logistical and Organizational Matters. In order to be a vital organization or group, there must be periodic meetings during which ideas are exchanged. Thus, CPI asked respondents a number of questions about PAC meeting procedures. For instance, a question put to all respondents except District PAC Members and 24 Central Office/Title I Staff had to do with whether the PAC had regularly scheduled meetings, met only when there was a specific topic to be discussed, or both. Interestingly, four respondents (3.7 percent) of the 108 people who were asked the question said that no meetings were held. Of the remaining 104 respondents, 62 (59.6 percent) said that meetings were held on a regularly scheduled basis, 10 (9.6 percent) said the PAC met only when there was a specific topic, and 32 (30.8 percent) said the PAC met both regularly and for the discussion of specific topics. One hundred of the 104 individuals who said the PAC held meetings were able to specify the frequency of those meetings. Almost half of them reported that the PAC met monthly or more frequently. Another 40 percent said the PAC met every two months to three times a year. Only 13 percent reported the PAC met only once or twice a year.

Asked if there were some times of the year when the School-Level or District PAC met more frequently than the average, 58 (56.9 percent) of the 102 individuals who were able to answer the question replied in the affirmative. Fifty-two people specified the times when it met more often. Twenty-two (42.3 percent) said the PAC met whenever a matter arose needing immediate attention. Twenty-three (44.2 percent) noted that spring was a time when the PAC was likely to meet at other times than its regular meeting, and 12 (23.1 percent) mentioned fall as a time of special meetings.[13]

The kinds of purposes for which the special meetings were held generally coincided with Title I and PAC trends. For instance, the spring meetings were usually associated with the preparation of the Title I application (noted by 28, or 53.8 percent, of the 52 respondents),[14] and fall meetings were usually associated with orientation of PAC members and parents to the Title I program (noted by 12 people, or 23.1 percent). Other purposes were specified for holding special meetings. They included training and technical assistance workshops, mentioned by 16 individuals (30.8 percent), and meetings to handle special problems, mentioned by seven respondents (13.5 percent).

The Title I Coordinators, District PAC Chairpersons, Title I Principals, and School-Level PAC Chairpersons (N = 84) were asked how many people attended the average meeting. The respondents said that anywhere from one to more than eighty attended, with the average number of people in attendance being 16.8. The same individuals were asked to state how many of those in attendance were Title I parents. The percentage that the Title I parents represented ranged from 25.0 percent to 100.0 percent, with the average being 92.8 percent.

In all cases PAC meetings were held on school system property--at schools and/or the LEA's central office. The time of day varied almost equally between morning, afternoon, and evening meetings. A few respondents stated the time of day changed from time to time so that different kinds of parents could attend. For instance, morning meetings would be held sometimes so that people not working outside the home yet having young children could attend, whereas sometimes evening meetings were held so that people who worked outside the home during the day could attend. Respondents almost always said that the meetings were held on a weekday.[15] Only eight people (9.5 percent of the 84 asked the question) believed that there would be another day, time, and/or place for meeting that would increase average attendance at PAC meetings. Six of these resided in LEAs where meetings were held during the day, and they believed that evening meetings would result in better turnout because parents who worked could more readily attend. One person felt that day meetings would bring more women. One person said that meetings should be held outside the schools as parents would feel less intimidated.

Title I Coordinators, District PAC Chairpersons, District PAC Members, Title I Principals, and School-Level PAC Chairpersons (N = 112) were asked whether minutes were kept of each PAC meeting. Ninety (80.4 percent) replied affirmatively. Of these, 84 were able to comment on the accuracy and completeness of the minutes. Most (81.0 percent) believed the minutes to be very accurate; 17.9 percent believed them to be somewhat accurate. Only one person (1.2 percent) believed them to be generally inaccurate. In regard to completeness all but one person believed the minutes to be generally complete.

CPI attempted to find out something about the dissemination and accessibility of minutes from the Title I Coordinators, District and School-Level Chairpersons, and Title I Principals who said that minutes of PAC meetings were kept (N = 63). Asked whether PAC members received copies, 25 (39.7 percent) said they did. Seventeen others (27.0 percent) said the minutes were read at meetings, and 12 (19.0 percent) said that the minutes were available at the central office (for the District PAC) or school (for the School-Level PAC). Only seven respondents (11.1 percent) stated that PAC members did not receive copies of the minutes either through oral or written presentation.[16]

Fifty-three people (84.1 percent) said others besides PAC members received copies. Such persons included various LEA staff (from the Superintendent on down) and PAC members at a level other than the PAC in question. For example, District PAC Chairpersons were sometimes sent copies of a School-Level PAC meeting, and School-Level PAC Chairpersons were sent copies of the District PAC's minutes. Most frequently mentioned recipients outside the PAC were the LEA staff with whom the PAC worked most closely--Title I Coordinators for the District PAC and Title I Principals for the School-Level PAC.

In nine out of ten cases, respondents said that the general public could obtain copies of the minutes. It was, however, rare for anyone to do so.

Only 15.5 percent of the individuals who said the general public could obtain copies reported that anyone had ever done so. If one desired to obtain copies, he/she could usually obtain them at the central office or Title I school with which the PAC was affiliated.

During interviews with PAC Chairpersons, Title I Principals, and Title I Coordinators, CPI requested copies of the 1977-1978 school year's PAC meeting minutes. The minutes were not always available. Minutes were obtained for only a quarter of the estimated 304 meetings (regular and executive board) occurring prior to CPI's site visit and reportedly having minutes kept for them. Most of these derived from the greater support LEAs and one average support LEA, introducing potential bias into analysis of them. Further, some contained only a general listing of events, rather than a detailed chronology of meeting content. Hence, any discussion of the minutes must be extremely tentative. It might be noted, however, that a qualitative analysis of the minutes obtained by CPI revealed that most meetings (58.0 percent) were comprised solely of presentations by LEA staff about the Title I program or of workshops directed toward improving school/community communications. Some minutes reflected an emphasis on helping parents better help their children learn. In only 42.0 percent of the meetings for which minutes were obtained was there reflection of the PAC's participation in an advisory capacity, and this participation usually occurred during a meeting in which a presentation was made.

It was noted above that in the vast majority of cases, respondents reported that minutes were kept of meetings. Nevertheless, there were 21 respondents (18.8 percent of 112 people who were asked about minutes) who said that minutes were not kept.[17] In four cases, there were no minutes because there were no meetings. The remaining 18 people were asked to describe the kinds of discussions and activities that had been held during PAC meetings. Their responses reflect no emphasis on advisory participation by the PAC. Thirteen respondents said that meetings were directed toward orienting PAC members to the Title I program and/or PAC itself. Seven said speakers made presentations on various subjects, e.g., learning disabilities, and seven said that workshops were held, e.g., workshops on how to help children learn at home.

PAC Program Activities. Of course, holding PAC meetings and carrying out tasks necessary to conduct an organized session constitute activities. They are, however, somewhat removed from the regulatory responsibilities assigned to the PAC. Further, PAC activities do not occur simply within formal PAC meetings. To ascertain just what the PAC did in the realm of planning, implementation, and evaluation, CPI asked a number of questions.

For example, all 160 respondents were presented with a list of activities that PACs have been known to engage in and asked to designate for the PAC with which they were associated those activities which had been conducted during the 1977-1978 school year. Table 23 contains a presentation of the list and the frequency of response to each item within it.[18]

As the table shows, the most frequently mentioned activity was the observation of classroom activities, noted by 88.1 percent of the respondents. Advising the district or principal about children's needs in regard to Title I was mentioned by 80.9 percent of the respondents. The next most frequently mentioned activities were the review of the district's Title I application and review of the Title I program budget, each of which were mentioned by 77.2 percent. From 60 to 70 percent of the respondents stated that the PAC had engaged in the following activities: (1) review of Title I program evaluation results, (2) examination of the amount of service received by the average child in the program, (3) provision of comments to the Title I office about the district's application, (4) review of the district's plan for evaluation of the program, (5) participation in the evaluation of the program, (6) advice to the district or principal about ways the Title I program should be changed, (7) participation in parent/teacher or parent/principal conferences, (8) advice to the district/principal about the way the Title I program shoud be run, and (9) participation in field trips. The least frequently mentioned items on the original list presented to respondents were the PAC's operation of a volunteer tutoring program (mentioned by 29.3 percent), advice to the Title I office or Title I principal on who is hired for the program (mentioned by 32.9 percent), and investigation of parents' grievances and presentation of findings and recommendations regarding those grievances to district or school personnel (mentioned by 36.3 percent).

The number of activities reported by respondents to be engaged in by PAC members ranged from none to 26, with the average being 14.5 activities specified by each respondent. This means that a little over half of the activities listed in Table 23 were likely to be noted by any given respondent. To the rest of the activities, the respondent was most likely to answer that the PAC was not involved and in a few instances to state that he/she did not know whether the PAC was involved.[19]

Almost 60 percent were satisfied with the activities in which the PAC was involved. Forty percent, however, of 155 respondents believed that there were some activities that the PAC was not involved in that it should be involved in. Table 24 reveals a listing of the activities and the frequency of response. The operation of a volunteer tutoring program and the organization of training seminars for parents who were not part of the PAC were mentioned by 25.4 and 28.6 percent, respectively, of the 63 individuals believing the PAC should participate in additional activities. These two activities were the most frequently mentioned. The 63 respondents specified an average of 2.27 activities that should be added.

Asked why the PAC had not been involved in the additional activities, about a third of the 51 individuals who were asked the question and able to answer it said it was hard to activate parents, to get them involved (see Table 25). About a fifth said that they had never thought about the PAC's performing the action before. A little less than a fifth said that PAC members did not have enough time or were too busy, about an eighth said the PAC was insufficiently organized to carry out the activity, and about six percent said that PAC members did not have the skills to carry out the activity in question.

The above discussion provides some picture of the range of activities performed by the PACs in the eight districts studied by CPI. Nevertheless, the discussion does not reflect the depth of involvement. For example, a PAC reported to review the Title I application might have done so in less than an hour, whereas another reported to engage in the same activity might have met several times and spent many hours on the review. Further, the list, while it implies interaction between the PAC and LEA staff, does not depict in a clear fashion the nature of the interactions.

Therefore, CPI developed a number of questions having to do specifically with the PAC's interactions with other individuals and groups. Interactions between the District PAC and the Title I Coordinator occurring during regular PAC meetings and in special sessions were explored with the Title I Coordinators and District PAC Chairpersons and Members. Title I Principals and School-Level PAC Chairpersons were asked about their interactions regarding Title I matters during meetings and in special sessions. All PAC respondents were asked about their interactions with the SEA or State PAC, the Superintendent, the School Board, the Central Office and Title I Staff (other than the Title I Coordinator), and PACs at levels other than the one with which the PAC respondent was affiliated. Individuals interviewed in these categories were also asked about the interactions. For example, all Superintendents were asked whether they had met with the PAC or members of it during the preceding year regarding a Title I matter.

All 44 individuals in the Title I Coordinator, District PAC Chairperson, and District PAC Member categories said that the Title I Coordinator had attended meetings of the District PAC during the preceding year and had done so routinely. The number of meetings attended by the Title I Coordinator generally corresponded with the frequency with which meetings were held.

The Title I Coordinators and District PAC Chairpersons and Members were asked whether the Title I Coordinator had ever brought a problem or issue regarding Title I to the PAC's attention during PAC meetings in the 1977-1978 school year. Three-quarters of the 44 respondents said that the Title I Coordinator had done so, whereas a little over a fifth said he/she had not.[20] Ten people (30.3 percent of the 33 who said the Title I Coordinator had brought a problem for issue to the PAC's attention during PAC meetings) said that the issue or problem had to do with the Title I instructional program. The budget and staffing for the program were each mentioned by seven respondents (21.2 percent) and difficulties of enlisting parental involvement were mentioned by six (18.2 percent). Issues surrounding the Title I application and evaluation were each mentioned by three respondents (9.1 percent). A few of the matters discussed had to do with planning of activities that would help the school system (mentioned by two individuals) or planning of activities that would be engaged in by the PAC (mentioned by four individuals). Seven respondents (21.2 percent) did not describe the problem or issue in specific terms but rather indicated that the purpose of the discussion was simply to exchange information between the Title I Coordinator and the District PAC. Unlike the other categories of response, there was no action or decision-making required on either the Title I Coordinator's part or the PAC's. Rather, the purpose of the discussion was simply to build a common informational base.

The above set of questions was designed to elicit information about those interactions initiated by the Title I Coordinator. Questions were also asked about those interactions during PAC meetings that were initiated by the PAC. Slightly fewer interactions were initiated by the PAC than were initiated by the Title I Coordinator; 29 (65.9 percent) said such interactions had occurred, whereas 31.8 percent said they had not.[21]

The nature of the problems or issues raised by the PACs during meetings differed from those raised by the Title I Coordinator. Staffing problems, e.g., were mentioned by nine respondents (31.0 percent of the 29 individuals saying that a problem or issue had been raised by the PAC). This issue, therefore, was more likely to be raised by the PAC than by the Title I Coordinator. Although the Title I Coordinator had not initiated discussion of the application or evaluation of the program very frequently with the PAC, the PAC initiated such discussions even less frequently. According to the respondents, discussion of the application was never initiated by the PAC, and PAC-initiated discussion of the evaluation was mentioned by only one respondent. PAC-initiated interactions concerning the budget were also less frequent (being mentioned by only two respondents, or 6.9 percent). Issues or problems pertaining to the program or parental involvement were brought up by the PAC in around the same amounts as they were by the Title I Coordinator (24.1 percent). A couple of respondents noted that the PAC had raised issues pertaining to the planning of activities that would either help the school system or enhance the performance of PAC actions. It is worthy of note that while the Title I Coordinator was never indicated as having sought information from the PAC, eight respondents (27.6 percent) said that the PAC had initiated discussion designed toward obtaining information from the Title I Coordinator. No instances of PAC-initiated information-sharing activities were mentioned.

It was recognized that interactions between the District PAC and Title I Coordinator might occur at other times besides regular PAC meetings. Nineteen (43.2 percent) of the Title I Coordinators and District PAC Chairpersons and Members said that such meetings or discussions had occurred. Sometimes such meetings might only have occurred once, but one respondent said, "There have been so many meetings that I can't begin to estimate how many times we've met." The 14 people who specified a particular number of times the PAC and Title I Coordinator had met at other times besides regular PAC meetings noted an average of 5.9 such meetings had occurred. Seventeen individuals were able to estimate how many PAC members attended. Anywhere from one to nine were said to have attended, with the average being 4.3 members. The meetings, which were most often requested by the PAC or mutually called for by the PAC and Title I Coordinator, were held for a variety of reasons. Most often it was for planning related to PAC activities such as workshops, State PAC meetings, etc. (mentioned by six respondents of the 15 who said such special meetings were held and who knew the reasons for the meetings). Four respondents noted that one or more meetings had been held to handle individual cases, e.g., difficulties between a parent or student and a teacher or principal. Application, budget, and staffing issues were noted by two respondents each. Three respondents said the meetings were related to the instructional program. On three occasions the meetings were held simply to exchange information between the Title I Coordinator and the District PAC Members.

All in all, discussions between the District PAC and Title I Coordinator generally revolved around issues entailing action. Only 4.8 percent of the responses concerning discussions indicated the purpose was simply information sharing.

The Title I Principals and School-Level PAC Chairpersons were asked questions that paralleled those asked of the Title I Coordinators and District PAC Chairpersons and Members. The number of such respondents at the school level numbered 68. Given the answers to the parallel questions, it would appear that the association between Title I Principals and School-Level PACs was not quite as strong as that between the District PACs and Title I Coordinators. For instance, four respondents (6.8 percent of the respondents at the school level) said that the Title I Principal had attended no meetings of the School-Level PAC during the 1977-1978 school year.[22] The Title I Principal's routine attendance at meetings occurred slightly less frequently than the Title I Coordinator's attendance at District PAC meetings. Fifty-eight (90.6 percent) of the 64 respondents who said the principal had attended meetings said that they did so routinely, whereas five said that he/she just "pops in and out" or "sticks his/her head in the door and says hello." The number of meetings attended by the Title I Principal was slightly less than the number actually held.

The Title I Principals and School-Level PACs initiated discussions with one another about Title I matters less frequently than did the Title I Coordinators and District PACs. Thirty-one respondents at the school level (48.4 percent of the 64 respondents stating that the Principal had attended meetings) said that the Principal had brought a problem or issue regarding Title I to the PAC's attention during PAC meetings in the 1977-1978 school year. Most often, as noted by nine respondents (14.1 percent), the Title I Principal simply wanted to present information to the School-Level PAC and did not require any action on the part of PAC members. If a matter required decision-making or action, the issue or problem was most likely to be parental involvement or instructional aspects of the program (mentioned by eight respondents, or 12.5 percent, and six respondents, or 9.4 percent, respectively). One to three respondents reported the problem or issue to revolve around the application, evaluation, budget, staffing, planning activities pertaining to the school or school system, or planning activities pertaining to PAC operations.

As was the case at the District Level, the School-Level PAC brought a problem or issue to the Title I Principal's attention during PAC meetings less frequently than the Principal raised problems or issues. Twenty-three respondents at the school level (35.9 percent) said that there had been PAC-initiated discussions with the Principal at meetings. Of course, the percentage of individuals designating that there had been PAC-initiated discussions was considerably lower than that for the district level. The kinds of issues or problems raised generally paralleled those raised by the District PAC with the Title I Coordinator during PAC meetings. For instance, eight of the school-level respondents (12.5 percent) said the PAC was seeking information. Four (6.3 percent) said that staffing was raised, and six (9.4 percent) said that the instructional program was brought to the Title I Principal's attention. From one to two individuals said that the Title I application, parent involvement, and the planning of activities that would help the school or school system were the subject of discussion. Two respondents said the PAC was sharing information with the Title I Principal.

Special meetings between the School-Level PAC and the Title I Principal occurred much less frequently than did meetings between the District PAC and

Title I Coordinator. Only ten respondents (14.7 percent of the 68 school-level respondents) said the PAC and Title I Principal had had such special meetings. Estimates of the number of times there had been special meetings ranged from one to "so many times I can't estimate." For those designating a specific number of times, the average ~~was~~ 3.6, an average lower than that for special meetings between the District PAC and the Title I Coordinator. The meetings, which were most frequently requested by the PAC, dealt with miscellaneous items. From one to three respondents mentioned the evaluation of the Title I program, the budget, parental involvement, staffing, individual cases, planning pertaining to PAC activities, or information sharing as the topic of discussion.

In summary, 28.8 percent of all responses concerning Title I Principal/School-Level PAC discussion content indicated information sharing as the purpose, a much higher percentage than for the District PAC. Specific issues pertaining to Title I were indicated in 71.2 percent of the responses.

CPI explored the various situations under which the District and School-Level PACs might interact with the Title I Coordinator and Title I Principal, respectively, because these were individuals with which the PAC was expected to come into contact most frequently. It was also expected, however, that the PAC might interact with various other individuals and groups, so PAC members and their "closest" corresponding Title I staff member (the Title I Coordinator or Title I Principal) were asked whether meetings were held with these other groups and individuals. Where the individual was interviewed, he/she was also asked about such meetings. For example, District PAC Chairpersons and Members, School-Level PAC Chairpersons, Title I Principals, and Title I Coordinators were asked whether the PAC at the district or school level had met with the Superintendent. Superintendents were also asked if they had met with the PACs.

Table 26 presents a summary of the affirmative and negative responses to such questions as well as the kinds of respondents asked such questions. The total line in the table gives the number and percentage of times affirmative and negative responses were given out of the total number of times respondents provided answers. As the table shows, of the 826 times that a question was put to a respondent regarding PAC interactions with other individuals or groups, 262 (31.7 percent) times the answers were affirmative. In 564 instances (68.3 percent), the answers were in the negative. The table shows that the PACs were most likely to be reported as interacting with Central office or Title I staff if they were to interact with other than the Title I Coordinator (for the District PAC) or the Title I Principal (for the School-Level PAC). They were least likely to be reported as meeting with the School Board or Superintendent. Individuals at the school level reported few interactions between the School-Level PAC and District PAC regarding specific Title I matters.[23] Respondents at the district level reported few interactions with School-Level PACs, and respondents at the school level reported few interactions between their School-Level PACs and other School-Level PACs.[24]

The contents of the meetings between the PACs and the various individuals and groups will be described in greater detail below, but it might be noted in summary that of the total of 261 responses received regarding the contents of meetings, 126 (or 48.3 percent of the responses) were indicative of "information sharing," interactions where the PAC and/or the individual or group simply told the other what was occurring (e.g., "The Central Office person called us together to tell us that the district received some supplemental funds, which were going to be used to expand the reading program to cover more grades.").[25] No action was required at that time of the parties involved. There might have been more interactions noted in Table 26 if all respondents had mentioned "information-sharing" activities. Virtually all of CPI's questions were phrased as follows, "Has the PAC met with X about a Title I-related matter?" Even though some people might have known of information-sharing meetings, they might not have mentioned them because they interpreted the question to be asking about decision-making or problem-solving regarding a particular issue.

Another 19 (7.3 percent) of the responses referred to workshops, sponsored either by the LEA or the PAC, and field trips, where PACs went to visit PACs at other schools. Thus, only 116 responses (44.4 percent) regarding the contents of meetings would refer to interactions wherein someone, either the PAC or some LEA- or SEA-affiliated individual or group, might have been called on to act or make a decision as to whether the program would be changed or maintained. Discussions of impact must be interpreted in this light.

It might also be noted that the figures do not mean that across the 42 PACs, there were only 116 occasions when the PAC or LEA was called on to make a decision or take action regarding some aspect of Title I. As the reader will note below, respondents asserting that there had been meetings between the PAC and the party in question specified an average number of meetings ranging from 2.1 (for meetings between School-Level PACs and Title I Coordinators) to 4.5 (for meetings between the District PAC and Title I Principals). The topic of discussion might have changed from meeting to meeting or may have remained the same. Multiple classifications of answers were used. The reason for the similarity between the number of affirmative answers having to do with whether such interactions had occurred and the number of responses having to do with meeting contents stems from three conditions: (1) the meetings having dealt with the same subjects, (2) the omission of "I don't know" responses from the analysis of questions having to do with meeting contents, and (3) the inclusion of multiple responses, if such occurred.[26]

The 37 respondents (33.6 percent) of the 110 individuals who said that the PAC had met with the SEA or State PAC were frequently unable to provide details about those interactions. Five of them for instance did not know who initiated the meeting. The remainder, however, showed that PAC/SEA or State PAC meetings were spurred from various sources. Eight said the SEA or State PAC had requested the meeting, 12 said the District or School-Level PAC had requested the meeting, and 12 noted that there really was no request as such, but rather that the meeting took place during the regular schedule of State PAC meetings. The 27 people who knew the content of the discussions noted five basic areas. Thirteen said the meetings were primarily for information sharing, as in the case of State PAC meetings. Five said the discussions centered around issues raised while the SEA was observing the LEA's Title I program. These are fairly general categories of content, but there were three that were more specific. Seven respondents said that the discussions concerned legislation regarding Title I, five said that discussions centered around whether or not the PAC members would be able to travel out of state for Title I-related conferences, and three said that the discussions revolved around obtaining more funds for the LEA's Title I program.[27] The number of times the LEA PAC met with the SEA or State PAC was said to range from one to 15 meetings, with the average being 2.6 times.

Respondents saying the PAC had met with the School Board (27 respondents, or 22.9 percent of 118 respondents who said there had been such meetings) reported the number of meetings to be anywhere from one to 12, with the average being 3.1. Never was the School Board reported to be the sole initiator of the meeting. Twenty-two of the 26 respondents who knew the source of the meeting said that the PAC had requested the meeting. Three said that the discussions emerged during PAC Members' routine attendance at School Board meetings, and one person said that the meeting took place through mutual initiation. Eight of the 25 respondents reporting on the content stated that there was no real problem or issue pertaining to Title I, but rather that the discussions were primarily for the purposes of information sharing and did not require any action on the part of the School Board or PAC. Six of the respondents reported the meetings revolved around the Title I budget; three, program; three, staffing; and two, evaluation. Seven individuals reported miscellaneous other reasons for the meetings, e.g., the closing of Title I schools, out-of-state travel for PAC members, difficulties of enlisting parent involvement in Title I, etc.

The 27 respondents (22.7 percent of the 119 asked the question) who said that the PAC had met or talked with the Superintendent about a Title I-related matter reported that between one and nine meetings had occurred. Their estimates averaged 2.7 meetings. As was the case for the School Board, most of the meetings were initiated by the PAC. Such was reported by 18 respondents. Two respondents said that the Superintendent had requested the meeting, five said that both the Superintendent and PAC had wanted the meeting, and two said that the meetings came about on a routine basis. Most often, as noted by ten respondents, the discussions were not related to a particular problem or issue, but were merely for the purposes of sharing information and required no action. Six respondents reported, however, that the discussions centered around aspects of the Title I program, and three reported that the meetings had to do with out-of-state travel for PAC members or some similar issue. Seven others provided individual responses; e.g., one said that a meeting was held about the staffing and budget for the program.

As noted above, 69 persons (48.3 percent) of the 143 individuals discussing PAC interactions with the Central office or Title I staff said that one or more discussions had been held between the two kinds of entities regarding a Title I-related matter. Estimates of the number of times that the PAC met with the Central Office/Title I Staff varied from one to 12 with the mean number being 3.9. Of the 65 individuals who were able to state who requested the meeting, 16 (24.6 percent) said the Central Office or Title I Staff had requested it, whereas 28 (43.1 percent) said the PAC had requested it. The initiation of discussion was a joint effort according to ten respondents (15.4 percent). Eight (12.3 percent) said they were routine meetings, whereas three (4.6 percent) said they were informal ones, deriving from no real "request" on anyone's part. Three of the respondents did not know the content of the communications between the PAC and Central Office/Title I Staff. Of the remaining 66, 30 (45.5 percent) mentioned instances where the focus was simply on information sharing, rather than a problem or issue pertaining to Title I. Thirteen (19.7 percent) said that the meeting between the two kinds of entities took place so that the Title I Staff could present a workshop to the PAC members, and four respondents said the meeting took place as a result of a PAC-sponsored workshop. The rest of the responses are more indicative of actual problem or issue resolution. Fourteen (21.2 percent) mentioned issues pertaining to the instructional program. Other areas included staffing (six respondents, 9.1 percent), problems in PAC operations (five respondents, 7.6 percent), the Title I budget (four respondents, 6.1 percent), the Title I application (two responses, 3.0 percent), and the Title I evaluation (one respondent, 1.5 percent).

Fifteen (34.1 percent) of the Title I Coordinators, District PAC Chairpersons and District PAC Members said that the District PAC had met with Title I Principals regarding a Title I-related matter. The number of times such meetings had been held ranged from one to ten, with the average number being 4.5. Approximately half of the discussions had taken place during routine District PAC meetings. If this was not the case, the PAC was most likely to request the discussion, with the Title I Principals initiating only a few. Of the 13 individuals who were able to designate the content of the discussion, nine said it was for the purposes of information sharing, rather than the resolution of some problem or issue. In one instance, the District PAC Members simply accompanied the Title I Principal on a visit to Title I classrooms. In the four instances where an issue or problem had arisen, three had to do with the planning of the program, and one had to do with increasing parent involvement in the program.

The 29 individuals who said that the School-Level PACs had met with the Title I Coordinator regarding a Title I-related matter (42.6 percent of the 68 individuals answering the question) said that such meetings for their School-Level PACs had occurred an average of 2.1 times. About a third of the respondents said that the Title I Coordinator had requested the meeting(s), and another third said that the School-Level PAC had done so. About a fifth of the respondents said that the discussions took place at routine District PAC or School-Level PAC meetings, and a little less than ten percent said that the meeting took place through the mutual efforts of the Title I Coordinator and School-Level PAC. Almost all of the discussions were for the purposes of information sharing, rather than the resolution of some problem or issue. Only two respondents mentioned any other purpose, e.g., enlisting greater communication between the Title I Coordinator and the School-Level PAC.

Only a quarter of the respondents asked about District PAC and School-Level PAC communications regarding Title I-related matters said that such communications had occurred. The number of communications reported to have occurred between a School-Level PAC and a District PAC ranged from one to ten, the average being 4.0. Of the 26 individuals who commented on the origins of the discussion, 11 (42.3 percent) said they were simply informal meetings, which were initiated through no one's particular effort. Five (19.2 percent) said that the District PAC had initiated the discussion, and six (23.1 percent) said that the School-Level PAC had done so. Four respondents (15.4 percent) reported that the discussions took place with the mutual effort of the District and School-Level PACs. Again, the greatest percentage of discussions were simply for the purposes of information sharing (so reported by 13 respondents, or 54.2 percent of those who knew the content of the discussion). Title I program planning, parent involvement, and aspects of the implementation of the Title I program were mentioned by three to four respondents each (12.5 to 16.7 percent).

The last set of interactions explored was that between the School-Level PACs and either the District PAC or other School-Level PACs. As Table 26 shows, approximately a quarter of the respondents asked about such interactions said that such interactions had occurred an average of 4.0 times. Of the 26 who knew who requested the meeting, ten said that the PAC with which the respondent was most closely affiliated had requested the meeting, eight said that the school (or other school) PAC had requested the meeting, two said that they were mutually initiated, and six said that they occurred during routine PAC meetings. Seventeen respondents said that the meetings occurred for the purposes of information sharing; these information-sharing responses constituted the bulk of responses as to the content of the meetings. From one to three respondents said that the meetings occurred for the purposes of planning the Title I program, a problem with a private school's program, a problem with the community in which a Title I school was located, or observation or visitation between PACs.

The above sets of interactions were non-specific as to the orientation and input of the PAC. The interactions might have called for change or maintenance of the Title I program. But there were several questions pertaining to more extreme orientations, e.g., where the PAC was desirous of change and could have sought to bring the change about.

In the section on membership characteristics, the predispositions of PAC members toward change in the Title I program will be explored. It might be said here, however, that 50 (71.4 percent) of the District PAC Chairpersons and Members and School-Level PAC Chairpersons said they desired changes in one or more of the following areas: (1) the Title I application submitted to the SEA (noted by six PAC respondents), (2) the Title I evaluation plan (noted by 15), (3) the Title I program (noted by 32), (4) the budget and the way Title I funds are spent (noted by 27), (5) the PAC's by-laws and procedures (noted by 15), and (6) staffing (noted by 11 PAC respondents). The average number of areas of change desired across these 50 individuals was, thus, 2.12.

The PAC respondents were asked what the PAC had done to bring about the changes they desired. Table 27 implies that there was relatively little activity. While any conclusions must be extremely tentative given the number of non-responses, the table shows that in 29.3 percent of the responses, the answer was that nothing had been done. In 26.8 percent of the responses, the respondent said that the PAC had simply talked about the issue for change at meetings. In 14.6 percent of the cases, the PAC had contacted the administration (usually the Title I Coordinator) and asked for a change. In only 7.3 percent of the cases had the PAC undertaken a more active effort at the local level and met with the administration, school board, or others about the issues for change. It was more likely (as noted in 14.6 percent of the cases) that the PAC would write letters to the SEA, Congress, or similar entity advocating more funds for the Title I program and similar changes.

The activities undertaken that would serve to maintain or change the Title I program should be understood in light of the amount of time devoted by individuals to the program. All respondents except the School Board Members were asked how many hours a month they spent working on PAC activities. The estimates varied from none to 180, with the average being 12.5.[28]

Included in the number of hours estimated by PAC respondents might be the times they talked with other PAC members outside of PAC meetings about Title I matters. The PAC respondents were asked to estimate how many times a month they did so. The estimates ranged from none to "so many I can't tell you," noted by seven PAC respondents, respectively. Those specifying an actual number (including none) noted an average of 7.9 discussions per month with other PAC members outside of PAC meetings. Of the 58 who could describe the content of those discussions, 27 (46.6 percent) said it was just information sharing about events that were occurring in the program. Fourteen (24.1 percent) said the talks centered around their children's progress in the program. For nine respondents (15.5 percent), the talks were directed toward planning future PAC activities. And in eight cases (13.8 percent), the discussions were directed toward encouraging parent involvement in the program.

District and School-Level PAC Chairpersons were asked to estimate the number of hours other PAC participants spent on the PAC. The answers ranged from none to "so many I can't estimate." For those who specified a particular number of hours, the average was 7.0 hours.

All respondents were asked how many PAC meetings they had attended during the 1977-1978 school year. The number specified by the 155 individuals who were able to answer the question ranged from none to 60; the average was 5.9 meetings. Depending on one's perspective, the average is either inflated or conservative. It is inflated if one does not wish to count the executive board and committee meetings that some individuals included in their counts. It is conservative if one wishes to include all such meetings; a number of respondents omitted such meetings from their counts because the whole PAC was not present and, from their perspective, the meeting would not therefore qualify as a "PAC meeting." From CPI's calculation the 42 PACs studied had held at least 259 meetings prior to CPI's site visits to the LEAs. This estimate includes regularly scheduled meetings and "specially called" meetings (though it does not include executive board meetings). The average number of meetings that would have been held by any one PAC would have been 6.17. The number of meetings reportedly attended by respondents would indicate fairly high attendance at meetings of the PACs.

The above paragraphs have dealt with the investment of time made by those still involved with the PAC and in positions that might be considered leadership positions. There were, however, some questions in the interview schedules having to do with turnover on the PAC. For instance, District and School-Level PAC Chairpersons, Title I Principals, and Title I Coordinators were asked how many people who were on the PAC at the beginning of the year had stopped serving on it. Fifty-two (62.7 percent) of the 83 individuals who were asked the question[29] said none of the PAC members had stopped serving. The remaining 31 (37.3 percent) said anywhere from one to eight or more had quit. The average number of people who quit was 1.7. The percentage that the dropouts represented of the total membership averaged 10.3. The 31 respondents who said PAC members had quit said they stopped for one or more of six reasons. Most often the reason was a lack of interest in the PAC (noted by 12 respondents). The next most frequent reason was family concerns that took precedence over the PAC (noted by nine respondents). Employment concerns reportedly took precedence according to some (seven respondents). PAC members moved to another area resulting in cessation of membership (noted by six respondents). And fear of the school or dislike for what the PAC was doing were cited by three respondents each.

Effects of Level and Position of Respondent

For many of the variables reflecting PAC activities, there was an insufficient amount of response or variation to justify exploring the effects of respondent position (as an LEA staff member or PAC participant) and respondent level (affiliation with the district or school level). Those variables where there were a sufficient number of answers and variations were cross-tabulated with respondent position and level. The results are presented below.

Effects of Respondent Level. There were numerous variables measuring PAC activity where the answer differed according to the level of the school system with which the respondent was affiliated. The variation, as well as lack of it will be described below.

(1) At the district level, respondents said there were either regular meetings or both regular meetings and meetings on specific topics (each specified by 50.0 percent of the district-level respondents). At the school level, by contrast, 5.9 percent said there were no meetings at all, and 14.7 percent said there were just meetings for specific topics. A little over 60 percent said there were just regular meetings. Only 17.6 percent said there were both regular meetings and meetings on specific topics. School-level respondents reported less frequent meetings on the average than district-level ones (Table 28). District-level respondents, who were answering for the District PAC, were much more likely to say that meetings were held monthly or more frequently. Only school-level respondents, who were answering for the School-Level PACs, reported that meetings were never held or held only semi-annually or yearly.

(2) District-level respondents were much more likely to say that more frequent meetings were held at some time of the year. Thirty (85.7 percent) of the 35 district-level individuals who were able to answer the question said such meetings were held, whereas only 28 (41.8 percent) of the 67 school-level respondents who could answer the question provided such a response. The times for the special meetings did not differ between the two levels, but the nature of the meetings did (Table 29). School-level respondents were more likely to cite special meetings for workshops and orientation, while district-level individuals were more likely to cite planning (as preparation for the Title I application) and committee or executive board meetings.

(3) The number of people attending regular meetings of the PAC was likely to be greater for the district level than for the school; the average number was 39.2 for the District PAC and 11.8 for the School-Level PAC. The average percentage of those attending who were Title I parents was 76.2 percent for the District PAC and 84.8 percent for the School-Level PAC.

(4) School-Level PACs, according to school-level respondents, were likely to hold their meetings in their respective Title I schools. According to district-level respondents, the District PAC was most likely to meet at the Central Office, but also could meet at one particular school or rotate among schools. School-Level PACs were more likely to hold their meetings in the mornings than District PACs. They were also less likely to hold them in the evenings and more likely to alternate meeting times.

(5) All district-level respondents who were able to answer the question regarding whether or not minutes of meetings were kept responded affirmatively.[30] Only 69.1 percent of the 47 school-level respondents did so. Twenty-one school-level respondents (30.9 percent) said minutes were not kept of School-Level PAC meetings. Members of District PACs were said to receive minutes in written form much more frequently than members of School-Level PACs, which were much more prone to depend on oral presentation of the minutes, simply have them available for perusal, or not have them available at all (Table 30).

(6) District-level respondents were far more likely to state that the District PAC had performed activities contained on a list of activities performed by PACs in various parts of the nation than respondents associated with School-Level PACs (Table 31). The average number of activities specified by district-level respondents was 17.6, whereas the average for school-level respondents was 10.4.

(7) School-level respondents were more likely to say that there were activities in which the PAC was not involved that it should be involved in. Approximately half of the school-level respondents made this assertion, whereas only a third of the district-level respondents felt the District PAC was not performing some activities that it should be. There was no association between level of respondent and the type of additional activities desired, partly because respondents did not note enough activities to create "loadings" on particular activities. The average number of additional activities listed was 2.2 for district-level respondents and 2.8 for school-level respondents. The reasons given for non-involvement differed slightly. District-Level respondents were more likely than school-level affiliates to say that the LEA staff or PAC members had simply never thought about performing the activity before. School-level respondents were more likely than those at the district level to say that non-involvement was owing to difficulties in activating parents.

(8) Without exception, where both school-level and district-level respondents were asked to state whether or not the PAC had met with individuals or groups other than the LEA staff member "closest" to it (the Title I Coordinator for the District PAC and the Title I Principal for the School-Level PAC), the district-level respondents reported more interactions. Totaling the number of affirmative and negative responses to the questions, "Has the PAC met with (the SEA or State PAC, School Board, Superintendent, Central Office/Title I Staff, Title I Principals, Title I Coordinator, District PAC, or School-Level PACs) about a Title I related matter?", one finds that

district-level respondents answered affirmatively 47.2 percent of the time and negatively 52.8 percent of the time. By contrast, the percentage of affirmative answers made by school-level respondents was only 21.1 percent, and the percentage of negative answers was 79.9 percent.

(9) Not only were the interactions between the School-Level PACs and other non-primary parties reported to be fewer than those between District PACs and other parties, but also there were fewer responses at the school-level indicating that the contacts might have called for decision-making or action. At the school level, 61.1 percent of the responses concerning the contents of meetings referred to "information sharing," while the percentage of such responses from district-level respondents was 41.0. As well, 12.6 percent of the responses at the school level referred to workshops, either PAC or LEA-sponsored, and visits with PACs at other schools, whereas only 4.2 percent of the responses at the district level were so classified. This means that the responses concerning topics that might have required decision-making or action at the district level constituted 54.8 percent and at the school level, 26.3 percent. One might infer from these findings that the opportunities for impact by School-Level PACs during such interactions were less than those for the District PACs. Together with the findings about interactions between the District PAC and Title I Coordinator and interactions between the School-Level PAC and Title I Principals,[31] these figures would imply that in general the input from School-Level PACs was much less than that of the District PAC.

(10) It will be recalled that 50 of the PAC respondents said they wanted changes in one or more areas of Title I. Of the 50, 27 were Chairpersons or Members of the District PAC; thus, 75.0 percent of the district-level PAC respondents wanted changes. The other 23 PAC respondents wanting changes were affiliated with School-Level PACs; They comprised 67.6 percent of all School-Level PAC respondents. Hence, PAC participants at the school level desired changes in the Title I program to a slightly lesser extent than those at the district level. Asked what they had done to bring about changes, School-Level PAC Chairpersons were more likely than individuals associated with the District PAC to say that they had done nothing or simply discussed the matter at meetings. Only 34.3 percent of the responses from school-level respondents indicated that PAC members had asked the administration for change; met with the administration, school board, et al. about the issue; or written letters to Congressmen, the SEA, et al. advocating change. By contrast, in 51.1 percent of the answers from district-level PAC respondents, such actions were indicated as being taken.

(11) Perhaps the greater number of activities at the district level was related to the number of hours spent on PAC activities by individuals at the two levels. District-level respondents reported spending an average of 18.0 hours per month on PAC activities, whereas school-level respondents reported spending only an average of 5.7 hours.

(12) District PAC Chairpersons and Members reported talking an average of 11.0 times per month with other PAC members outside of PAC meetings about Title I-related matters. School-Level PAC Chairpersons reported talking an average of only 5.4 times. The topics of conversation did not differ greatly between the two levels of PAC respondents. School-Level PAC Chairpersons were perhaps a little more likely to say that they talked about their children's progress or simply shared information, whereas District PAC affiliates were more likely to say that they planned future PAC activities or discussed ways of increasing parental involvement in Title I.

(13) District PAC Chairpersons said other PAC members at the district level spent an average of 9.5 hours per month on PAC activities. School-Level PAC Chairpersons said the other members of their PACs spent an average of 8.8 hours per month.

(14) District-level respondents were more likely than ones at the school level to say that there were PAC members who had quit participating. The percentage of district-level respondents so answering was 62.5 percent, while for school-level respondents the percentage was 32.8 percent. The average percentage of membership lost from District PACs, however, was 8.2 percent, as opposed to 10.8 percent for School-Level PACs. Looking only at those PACs where Coordinators/Principals and/or PAC Chairpersons reported turnover, the percentage of membership dropping out was only 13.7 percent for District PACs and 40.1 percent for School-Level PACs. District-level respondents were most likely to say that the individuals had stopped coming because they had family concerns that took precedence. School-level respondents were most likely to say that the individuals stopped through lack of interest.

Effects of Respondent Position. Just as answers on activities questions varied by respondent level, so, too, they varied by respondent position as LEA staff member or as PAC participant. The variation and lack of it are described below:

(1) There were no real differences between LEA staff and PAC participants as to whether there were regularly scheduled meetings, meetings on specific topics, or both. PAC members noted a little higher frequency of meetings than LEA staff, but not significantly so.

(2) LEA staff were more likely to say the PAC had special meetings besides its regular ones. Thirty-seven LEA staff (60.7 percent of the 61 able to answer the question) said there were times of the year when the PAC met more often than average, whereas 21 PAC respondents (51.2 percent of the 42 answering the question) said such meetings were held. LEA staff were more likely than PAC members to cite particular times of the year when the special meetings were held (e.g., fall or spring), whereas PAC members were more likely to say that the meetings were held on an "as needed" basis. There were no real differences between the PAC affiliates and LEA staff in the reasons given for more frequent meetings.

(3) The average number of people said to attend PAC meetings did not differ greatly between PAC members and LEA staff answering the question. Neither did the average percentage of those attending said to be comprised of Title I parents.

(4) There were no differences between LEA staff and PAC affiliates in their designation of the day, place, and time of meetings.

(5) Staff were slightly less likely to report that minutes were kept of meetings than PAC affiliates. Thirty-two (76.2 percent) of the 42 LEA staff answering the question reported that minutes were kept, whereas 58 (84.1 percent) of the 69 PAC affiliates who were asked the question reported that minutes were kept. District-level LEA staff who said there were minutes were a little less likely than District PAC respondents to say that they themselves received minutes.[32] Staff were, however, more likely than PAC affiliates to report that PAC members received the minutes either in written form or through oral presentation at meetings. PAC members were more likely to say that PAC members either did not receive minutes or could simply get hold of them if they wanted to.

(6) According to Table 32, LEA staff were rather consistently more likely to say that activities presented to them on a list of activities said to be performed by PACs in other parts of the nation had been performed by the PACs with which they were associated. The average number of activities listed by LEA staff was 15.4, whereas the average number listed by PAC respondents was 13.4.

(7) PAC respondents were slightly more likely than LEA staff to assert that there were activities in which the PAC had not engaged that it should be engaged in. Forty-four percent of the PAC respondents so stated, while 37.9 percent of the LEA staff so stated. As was the case for district/school-level comparisons, there was no association between the position of respondent and the kinds of additional activities desired because of the small number of such activities noted. The staff, however, noted a greater number of additional activities on the average than PAC affiliates. LEA staff who believed there should be additional activities noted an average of 2.6, whereas PAC affiliates with such predispositions noted an average of 2.2. PAC respondents were a little more likely than staff to cite difficulties in activating parents or not having thought of doing the activity before as reasons for non-involvement. Staff were a little more likely to say that non-involvement was owing to lack of time or organization on the part of the PAC or its members.

(8) Inasmuch as all Title I Coordinators and District PAC Chairpersons and Members reported that the Title I Coordinator attended meetings and did so routinely there were no differences between the Title I Coordinators and District PAC participants on these variables. As to whether the Title I Coordinator had brought a problem or issue to the PAC's attention during PAC meetings, there were no differences in the percentage of affirmative and negative responses. Both Title I Coordinators and District PAC participants

reported approximately 75 percent of the time that the Title I Coordinator had initiated discussions of Title I related matters. In discussing the contents of the discussions, however, PAC respondents were more likely to state that the interactions primarily involved information sharing or, if it possibly entailed decision-making or action, involved staffing or instructional aspects of the program. The Title I Coordinators also mentioned discussions of instructional aspects, but also emphasized the application, evaluation, budget, and parental involvement for the program. Staffing as an issue for discussion was not mentioned by any of the Title I Coordinators. Information sharing received very little emphasis, implying that Title I Coordinator-initiated discussions were perceived to a lesser extent by PAC respondents to entail decision-making or action. Title I Coordinators were more likely to report that the District PAC had brought issues or problems to their attention than were individuals affiliated with the PAC (87.5 percent as opposed to 62.8 percent). The Coordinators, in turn, were more likely than PAC respondents to recall that the discussion revolved around staffing, the budget, or instructional aspects of the program. Almost equal percentages of Title I Coordinators and PAC respondents (28.6 percent and 30.0 percent, respectively) saw PAC-initiated discussions as involving information sharing. Regarding discussions that had occurred outside of regular PAC meetings, Title I Coordinators were a little more likely than PAC respondents to say that such discussions had occurred (50.0 percent as opposed to 44.1 percent). Title I Coordinators who said such meetings had occurred said they took place over individual cases, instructional aspects of the program, or for information sharing. PAC respondents remembered those occasions when the PAC and Title I Coordinator met specially to plan PAC-related activities (e.g., workshops and State PAC meetings). They gave less attention to other issues and matters. In neither the responses of the Title I Coordinators nor the responses of the PAC members regarding the special meetings did there seem to be a focus on topics that would relate to overall policy-making.

(9) Title I Principals and School-Level PAC Chairpersons reported with equal frequency that the Principal did or did not attend PAC meetings, did or did not routinely attend, and had or had not raised a problem or issue regarding Title I during PAC meetings. Principals were, however, more likely to say that the discussions they initiated were related to instructional aspects of the program, whereas Chairpersons were more likely to say that the discussions revolved around parental involvement. A quarter of the Chairpersons mentioned that the discussions were information-sharing ones, whereas almost a third of the Principals said they were of such a nature. Equal percentages of Title I Principals and School-Level PAC Chairpersons reported that the School-Level PAC had initiated discussions about Title I issues during PAC meetings. Principals emphasized that the PAC was seeking information, the nature of which was unspecified. It could be that the PAC was seeking information related to the instructional aspects of the program if the responses of Chairpersons are indicative, for the greatest number of their responses regarding the contents of PAC-

initiated discussions pertained to the instructional aspects. In the few reports of other discussions between the Title I Principals and School-Level PACs outside of regular PAC meetings, Chairpersons were a little more likely than Principals to say such meetings had occurred. There was very little difference between Principals and Chairpersons in their descriptions of the contents of the meetings.

(10) In all but two areas of interactions with other than primary LEA staff (i.e., SEA or State PAC affiliates, the School Board, the Superintendent, the Title I Coordinator, Central Office/Title I Staff, District PAC, Title I Principals, and School-Level PACs, varying according to the level of respondent), PAC Chairpersons and Members were more likely than LEA staff to say that such interactions had occurred. In the case of interactions between the School-Level or District PAC and Superintendent and between the District PAC and Title I Principals, LEA staff were more likely to say the interactions had occurred. Overall, of all responses regarding whether or not the PACs had met with other than primary LEA staff, 34.2 percent of the PAC respondents' answers were affirmative, whereas 28.3 percent of the LEA staff's answers were affirmative.

(11) On the other hand, LEA staff were perhaps more likely to see the PAC as having potential input into decision-making and/or action than PAC respondents. Of the PAC respondents, 52.3 percent of the responses having to do with the contents of such meetings pertained to information sharing, and another 3.9 percent referred to workshops and visits between PACs, leaving 43.8 percent having to do with various aspects of the program where the PAC might have had the overt opportunity to provide advice. Of the LEA staff, 42.6 percent of the responses referred to information-sharing exchanges, and 12.0 percent had to do with workshops and visits between PACs, leaving 45.4 percent referring to interactions wherein the PAC might overtly have offered advice or had the opportunity to offer it.

(12) The average number of hours spent on PAC activities varied between LEA staff and PAC affiliates. The average number of hours spent per month on PAC activities was [illegible]1 for LEA staff and 16.0 for PAC affiliates.[33]

(13) Of the LEA staff, 43.9 percent said there had been PAC turnover. PAC respondents answered affirmatively only 33.3 percent of the time. Overall, the percentage of membership said to have quit was higher among LEA staff than among PAC affiliates (11.6 percent for LEA staff and 9.1 percent for PAC respondents). Where individuals said members had quit, the average percentage of membership lost was 31.6 and 30.3 according to LEA staff and PAC respondents, respectively. The percentage of individuals saying that turnover was owing to lack of interest did not differ significantly between LEA staff and PAC affiliates. PAC affiliates were, however, more likely to cite reasons of family or employment taking precedence over the PAC.

Effects of Activities on Impact

In Chapter II, it was advanced that activity was inextricably linked, though not synonymous, with impact. It was advanced in more specific form that:

(1) The greater the amount of time spent by PAC members on PAC activities, the greater the PAC's impact;

(2) The better the attendance at PAC functions, the greater the impact;

(3) The greater the amount of turnover, the less the impact; and

(4) The greater the number of activities, the greater the impact.

CPI has attempted to explore the relationship between impact and these other variables, but has done so in a less conventional form than would typically be used. The conventional way of ascertaining a relationship would be to cross-tabulate variables associated with the above facets of PAC activities with those associated with impact or to perform some similar computation on the data collected from individuals in the eight LEAs.

Inasmuch as the questions regarding activities and impact were not always addressed to the same respondents, however, cross-tabulations could not be performed. For instance, only the Title I Coordinators, District PAC Chairpersons, Title I Principals, and School-Level PAC Chairpersons were asked questions about turnover, whereas all 160 respondents were asked about their perceptions of PAC influence. To include in the analysis only those respondents who answered both kinds of questions would be to omit from consideration the viewpoints of other respondents who answered only one kind of question. For instance, as regards the above example, regular cross-tabulation would omit from consideration the perceptions of influence provided by School Board Members, Superintendents, Central Office/Title I Staff, and District PAC Members.

In order to include all viewpoints, CPI developed measures of each general variable in the theoretical framework and assigned values to each district. The district values for variables that were hypothesized to be associated with one another were then correlated with one another using Pearson's correlation coefficients unless the variable being correlated was LEA support for PACs (to be discussed further in the section dealing with that variable). Pearson's correlation coefficients measure the strength of association between two variables; the coefficients may range from +1.0 to -1.9, a strong association being indicated by a coefficient of .5 or more in either direction. Statistical significance is then calculated.

In the case of this study, a significance level of .10 or less was deemed to indicate an association worthy of discussion. It should be noted, nevertheless, that the assumptions underlying the use of Pearson's correlation coefficients did not fully apply in the analysis of CPI's data. In using the statistic, one assumes that (1) the sample is representative of a universe, (2) there is a normal distribution in the data, (3) the variables being associated with one another cover generally the same ranges, and (4) the values assigned are continuous with one another. The first two assumptions clearly did not hold for CPI's sample. Neither did the last two, but CPI's data came somewhat closer to meeting these assumptions than they did to the first two.

Nevertheless, CPI used Pearson's correlation coefficients as a means of determining whether there appeared to be associations between the variables forming the theoretical framework, at least for the districts studied by CPI. The coefficients were calculated on the major variables having to do with activities and impact that (1) had a sufficient amount of response to justify calculating district averages, (2) showed variation in response within the variable, and (3) would analytically relate to the theoretical framework presented in Chapter II.

The activity variables correlated with impact variables included:

(1) The average number of activities performed by the PAC (as listed in Table 24);

(2) The average percentage of turnover in the PAC;

(3) The average percentage of responses indicating that meetings with secondary parties were held (as shown in Table 26); and

(4) The average amount of time (number of hours) spent by PAC members on PAC activities.

These variables enable the exploration of all of the hypotheses having to do with the relationship between activities and impact except one--the relationship between attendance and impact. It was decided that the quality of data regarding the number of meetings attended and the number actually held did not allow for the computation of a reliable attendance figure. Hence, it was omitted from analysis. It might be noted, however, that the number of activities and number of discussions held with secondary parties would implicitly reflect effects of attendance.

The impact variables included

(1) The average amount of influence of the District PAC (measure reflected in Table 19);

(2) The average amount of influence of School-Level PACs;

(3) The average amount of influence over the two levels of PACs combined;

(4) The average percentage of responses indicating there were no results of discussions with secondary parties (see section on impact having to do with results of meetings and discussions);

(5) The average percentage of responses indicating there were information-sharing results of discussions with secondary parties; and

(6) The average percentage of responses indicating there were actions taken as a result of meetings with secondary parties.

Table 33 contains a listing of the correlations and the Pearson's correlation for and significance of the correlations. The table shows that all of the activity variables bore significant relationships with impact variables, although percentage of turnover in the PAC had only a limited number of such associations.

Influence of District, School-Level, and both kinds of PACs combined bore a significant direct association with the average number of activities performed by the PAC, the average number of hours per month devoted by PAC affiliates to PAC activities, and the average percentage of responses indicating that meetings with secondary parties were held. This means that the more activities performed, the more hours spent, and the more the PAC met and held discussions with not only their primary LEA contacts (Title I Coordinator or Title I Principal) but also secondary parties (e.g., the SEA, School Board, State PAC, Superintendent, et al.), the more impact the PAC was perceived to have. Percentage of PAC turnover was not significantly related to perceptions of PAC influence.

Perceptions of influence at the time of CPI's site visit would naturally have been related in great part to past PAC actions and outcomes of those actions. The results of past actions were reflected in results of meetings with secondary entities. Again, there was some relationship between the activity variables and impact variables. While there was no significant relationship between the activity variables and the likelihood of there being no results of discussions with these individuals and groups, there were significant correlations of the average number of activities performed by the PAC, the average percentage of PAC turnover, and the average amount of time spent with information-sharing results and action. As Table 33 illustrates, the greater the number of activities performed by the PAC and the greater the amount of time spent by PAC affiliates on PAC activities, the less the results were likely to be information-sharing results. The greater the amount of turnover, the more likely the results were to be information-sharing ones. By contrast, the greater the number of activities performed and the greater the amount of the time spent, the greater the likelihood that discussions would result in some form of action by the parties involved in the discussions. The greater the percentage of turnover, the less likely it was that discussions would result in action. The average percentage of responses indicating that meetings with secondary individuals were held did not bear a significant relationship with outcomes of the discussions. These data would indicate that the results of meetings were equally as likely to result in no results, information sharing, or concrete action no matter how many parties the PAC met with.

The above paragraphs would show that there is a relationship between PAC action and impact as hypothesized in Chapter II and as delineated specifically at the beginning of this subsection. At least the data do not lead one to reject the hypotheses. Whether the relationship would hold in other school districts, however, remains a question for future researchers.

PAC Management Responsibilities

General Characteristics

The theoretical framework elucidated in Chapter II contains some fairly basic ideas concerning the manner by which PACs come to act and have impact. One general conception offered there is that activities are brought about through the assignment and internalization of responsibilities. Internalization, it was asserted, would be affected by the length of time one was to be on the PAC as well as the existence of by-laws for the PAC that would perhaps spell out the duties of the PAC vis-a-vis Title I; hence term of membership and the existence of by-laws would play a role. Internalization would be reflected in verbal descriptions of the PAC's responsibilities. The actual assignment of responsibilities, at least for basic aspects of the PAC's operations, would be reflected in information concerning the individuals responsible for logistical aspects of PAC meetings.

In line with the theoretical framework, CPI asked respondents four sets of questions regarding responsibilities--(1) whether or not there were by-laws, (2) whether or not there was a set term of membership and, if so, its length, (3) what activities PAC affiliates and LEA staff believed the PAC should engage in, and (4) which individuals--PAC affiliates or LEA staff--were assigned the responsibility of keeping minutes and setting the times, days, places, and agendas for meetings.

PAC By-Laws. All but the District PAC Members and 24 of the Central Office/Title I Staff were asked whether or not there were written by-laws for the District or School-Level PAC. Twenty-eight respondents (27.5 percent of the 102 who were asked the question and were able to answer it[34]) said there were by-laws, while 74 (72.5 percent) said there were not.

It should be noted that the extent to which existence of by-laws actually affected the internalization of responsibilities and, in turn, action and impact is not clear. CPI obtained by-laws for the PACs for which such existed--the six District PACs located in greater and average support LEAs. Neither lesser support LEA District PACs nor School-Level PACs in any of the districts had their own by-laws (although the latter sometimes used the District PAC's by-laws for basic structure). All of the sets of by-laws obtained by CPI dealt with the name of the group, the constitution of the membership (e.g., the percentage of Title I parents), and the function, purpose, and/or objectives of the PAC. Five sets stated the number of meetings to be held; four, officers' duties; three, committees to exist; two, election of officers; two, ways of amending the by-laws; one, the legal basis for the PAC; one, rules of order; one, voting procedures; and one, funding procedures.

The amount of specificity varied greatly among the sets of by-laws. Particularly important for our study is the variation in specification of objectives, goals, or purposes. The most specifically stated objectives outlined the method by which PAC members would have input into the application, evaluation, budget, and staffing. Such specifically stated objectives were found in the by-laws of two districts. Two others stated generally that the PAC should have input to assure compliance with the Title I guidelines and described the purposes as they related to the improvement of communication and understanding between parents and LEA staff. Two sets of by-laws limited the function and purpose of the PAC to informing parents about Title I and making recommendations to the School Board concerning changes the PAC discerned as needed. The procedures, however, for determining the need for change were not specified.

Descriptions of the dissemination of the by-laws were not obtained by CPI; lack of dissemination might have prevented internalization of written goals. Further, in cases where descriptions of duties were rather unspecific, PAC participants (and LEA staff working with them) might not have gleaned a great deal about the activities they were supposed to perform, much less internalized it. Nevertheless, the by-laws' existence might have provided a little clearer structure for the PACs than would have existed had such by-laws not been constructed.

Term of Membership. As was the case for questions about by-laws, all respondents except District PAC Members and Central Office/Title I Staff were asked what the term of membership was for the District/School-Level PACs with which they most frequently associated. Nine individuals (8.3 percent of the 108 who were to be asked the question) said they did not know, and one person's response (0.9 percent) was not ascertained. This left 98 respondents who offered answers. The greatest percentage, 46.9 percent, said there was no set term. Another 28.6 percent said the term was one year, and 9.2 percent said two years. Approximately ten percent said that the term was for as long as the participant had a child in Title I or for that period plus one year. About five percent said there was a difference in term between officers and non-officers, with the officers having one to two-year terms and non-officers having indefinite or indeterminate terms.

The exact relationship that term of membership would have with the internalization of responsibilities is not clear. For one, individuals in virtually all LEAs studied by CPI could be reelected, reappointed, or volunteer again for positions on the PAC. Nevertheless, the structuring of PAC operations so that participation would extend over a significant period of time, e.g., two years or for as long as one had a child in Title I, in theory would have enhanced the chances of internalization.

Conceptions of PAC Responsibilities. All 160 respondents were to be asked, "In your opinion, what kinds of things is the PAC supposed to do?" Their conceptions were then recorded as much verbatim as possible. In the analysis of the data, codes were generated for the responses that would maintain the respondents' ideas in close to original form. Table 34 contains a listing of the responsibilities, set forth by the 159 respondents who provided answers to the question.[35]

The responsibilities have been ordered according to their greatest mention so that the reader could discern those responsibilities to which respondents attached greatest emphasis. As the table shows, individuals most frequently mentioned that PAC members should learn how to help their children through their experience on the PAC. This responsibility was mentioned by about a fifth of the people answering the question. Almost a fifth stated that the PAC should monitor the Title I program to assure that it is doing what it is supposed to do and/or provide input into decisions regarding the program or the application for it. From 10.1 percent to 17.0 percent advanced each of the following statements of PAC responsibility: (1) serve as a link between the school/school district and community/parents/children; (2) help in the planning, implementation, and evaluation of the program; (3) just generally become involved in the school; (4) provide input regarding children's needs; (5) visit classrooms and observe the program in action; (6) generally learn what Title I does; (7) disseminate information to other parents about the program; (8) encourage other parents to become involved; (9) provide input regarding the program (generally stated); (10) become informed about the Title I regulations and about what Title I is supposed to do; (11) help as a volunteer in the classroom or school as a whole; and (12) provide support in the community for the school/school system. Lesser percentages mentioned other activities in which the PAC or PAC members should engage--e.g., serve as a mechanism for involving parents, provide suggestions for change or improvements, serve a social club function, provide support to decision-makers for the school/school system, and help by preparing classroom materials.

The above is a rather broad and lengthy litany of activities, and, in its form, it is difficult to discern a more general picture of conceptions held of PAC responsibilities. To facilitate analysis, CPI collapsed the above categories of response into two large ones that seemed to emerge. In one CPI coded those responsibilities that seemed to involve only indirect input from parents, e.g., participation in the classroom or school as a volunteer.[36] In the other were coded those responsibilities that referred to more direct input, e.g., review of the district's Title I evaluation plan.[37] It was found that there were 228 responses falling in the "direct input" category, or 60.6 percent of the 376 responses coded.[38] One hundred and forty-eight responses, or 39.4 percent, fell in the "less direct input" category.

The recategorization would indicate that a majority of the respondents saw the PAC as playing a rather direct role in the Title I program--its design, implementation, and evaluation. A significant portion, however, saw a much less direct role.

Responsibilities for Keeping Minutes and Setting Time, Place, Date, and Agenda for Meetings. As was stated in Chapter II, the less responsibility assumed by the PAC for its own operations, the less it can be expected to assume advisory functions. Thus, questions were asked regarding which individuals--LEA staff or PAC affiliates--were responsible for logistical matters such as setting the time for meetings, etc.

Table 35 shows that logistics were most frequently handled jointly by the LEA staff and PAC (or its Chairperson). Almost 40 percent of the responses to questions having to do with the keeping of minutes and setting of time, place, date, and agenda for meetings indicated joint handling. The logistical matter most frequently cited as being shared was the setting of the agenda. The least frequently cited was the keeping of PAC meeting minutes. This responsibility was usually not shared or rotated among LEA staff and PAC affiliates. Rather, it was a duty for which sole responsibility was usually assumed, either by LEA staff or participants in the PAC.

Of course, it should be noted that the PAC and LEA staff had differential likelihood of taking sole responsibility for logistical matters in general. One can see from Table 35 that 38.0 percent of all responses concerning logistics indicated that LEA staff had sole responsibility. Only 22.5 percent of the responses indicated the PAC had sole responsibility.

These findings show that the PACs studied by CPI had little autonomy vis-a-vis responsibility for PAC operations. On the other hand, they also show that almost two-thirds of the time, the PAC was reported as having at least some input or partial responsibility.

Effects of Respondent Level and Position

There were differences in response patterns to questions about PAC responsibilities by position and level of respondent. These differences will be described below.

Effects of Respondent Level. The effects of respondent level on answers to questions about PAC responsibilities may be summarized as follows:

(1) Individuals associated with District PACs were more likely than those associated with School-Level ones to say that there were by-laws for the operation of the PAC. Almost two-thirds of the district-level respondents stated that by-laws existed, whereas less than a tenth of the school-level respondents so stated. It should be noted that parenthetically a number of individuals at the school level said they used the District PAC's by-laws for their PACs' operations, so some formal structure may have existed at the school level that is not reflected in respondents' answers.

(2) Discussions of differences between levels of respondents regarding term of membership on the PAC might at first seem to entail fairly tentative conclusions because all nine of the "I don't know" responses were made at the district level; these comprised almost a fourth of all answers provided by district-level respondents. Further analysis showed, however, that all "I don't know" answers came from School Board Members, Superintendents, and Central Office/Title I Staff--individuals typically not closely associated with the PAC, unlike the other district-level individuals answering the question (Title I Coordinators and District PAC Chairpersons) were. With this point in mind, it is possible to discuss differences that existed, such differences shown in Table 36. The table implies that indefinite terms of service existed most often at the school level. While the most frequent response at the district level was that the term was one year in length, district-level respondents were also more likely than school-level ones to say that the term was two years or as long as one's child was in Title I (and, in some cases, for one year after that). Implicitly, the structure of participation was better delineated for District PACs, and their members might have had a greater opportunity to internalize the role of PAC participant, given the greater likelihood that their terms would be longer.

(3) A few differences between district-level and school-level respondents could be noted in terms of the specific objectives they saw for the PAC. For example, a greater percentage of district-level respondents stated that PAC members should (1) provide input regarding children's

needs, (2) monitor the program to assure that it is doing what it is supposed to do, (3) provide input into decisions regarding the program and/or the application, and/or (4) help in the planning, implementation, and evaluation of the program. A greater percentage of school-level respondents asserted that the PAC members should (1) learn generally what Title I does, (2) help in the classroom or school as volunteers, (3) become generally involved in the school, and/or (4) provide support in the community for the school or school system. These differences imply the distinctions that existed between the two levels after broader classification of the objectives. At the district level, there were 153 responses indicating direct input of the PAC in the program, 69.2 percent of the 221 responses made about objectives by individuals associated with the district level. Sixty-eight responses, or 30.8 percent, implied less direct input by the PAC. At the school level, by contrast, 75 responses fell in the "direct input" category, only 48.4 percent of the 155 responses made by those associated with the school level. The remaining 80 responses, 51.6 percent, fell in the "less direct input" category. In the framework of Polak, described in Chapter II, individuals affiliated with District PACs were more "influence-optimistic" than those affiliated with School-Level PACs.

(4) None of the respondents working primarily with District PACs said the LEA Staff had the sole responsibility for setting the time, place, day, or agenda for meetings. The responsibilities for such logistical matters were most often shared, particularly when it came to setting meeting agendas. From 43.8 to 46.7 percent of the district-level respondents, however, said that the PAC had the sole responsibility for setting times, days, and places for meetings. Almost a third reported the PAC had sole responsibility in setting the agendas. In stark contrast, from 47.0 to 51.6 percent of the school-level respondents said LEA staff had the sole responsibility for setting the times, days, and places for meetings. Only about a tenth reported the PAC as having sole responsibility. From 35.9 percent to 42.4 percent of those associated with School-Level PACs stated that the responsibility for such activities was shared. In setting the agenda, still only about a tenth of the School-Level respondents said the PAC had sole responsibility, but this logistical matter was more frequently reported as shared than occurred for the others described above. As for the responsibility of keeping minutes of meetings, PAC participants were more often designated as having the responsibility at the district level, whereas LEA staff were more often designated as having the responsibility for School-Level PACs. On the average, the responses from people working with the District PAC indicated greater PAC input in logistical matters. Summing the responses from all five logistical areas, one finds 45.6 percent of the responses indicating the PAC as having sole responsibility; 6.3 percent, LEA staff having sole responsibility; and 48.1 percent, the responsibility being shared between the PAC and LEA staff. For individuals associated with School-Level PACs, the percentages were as follows: 16.6 percent, PAC having sole responsibility; 46.1 percent, LEA staff having sole responsibility; and 37.3 percent, the responsibility being shared between the PAC and LEA staff.

Effects of Respondent Position. As is typical for other factors, there were differences between LEA staff and PAC respondents in their conceptions of PAC responsibilities. These may be listed as follows:

(1) A greater proportion of LEA staff than PAC affiliates were associated with District PACs, so analysis of by-laws by respondent position and inclusion of all those who were asked the questions about their existence would result in biased information. For the analysis, CPI included only the Title I Coordinators, District PAC Chairpersons, School-Level PAC Chairpersons, and Title I Principals. The results showed only a small difference between LEA staff and PAC respondents as to whether or not by-laws existed. PAC respondents were a little more likely than LEA staff to say that there were by-laws.

(2) The same differences in proportions that existed for the question concerning by-laws obtained for the question concerning term of membership, so the same deletions occurred. Again, there were very few differences between LEA staff and PAC respondents. Perhaps a few more PAC affiliates were likely to say the term of membership was for as long as the member had a child in Title I and a little less likely to say there were one-year terms, but the differences were quite small.

(3) Conceptions of PAC responsibilities differed to some extent by respondent position. LEA staff, for example, were more likely to say that PAC members should (1) provide input regarding children's needs, (2) monitor the program to assure that it is doing what it is supposed to do, (3) provide support in the community for the school/school system, and/or (4) provide input into decisions regarding the program and/or application. PAC respondents were more likely than LEA staff to say that PAC affiliates should (1) disseminate information to other parents about the program and/or (2) just generally become involved in school or school system affairs. Looked at from a general level, 143, or 63.0 percent, of the 227 responses made by LEA staff concerning PAC objectives, fell in the "direct input" category, whereas 85, or 57.0 percent, of the 149 responses made by PAC respondents fell in such a category. The PAC respondents were, then, perhaps a little less "influence-optimistic" than LEA staff about the role of the PAC.[39]

(4) In the setting of times, days, and places of meetings, it was more likely that the responsibilities would be reported as shared between LEA staff and PAC participants if the respondent was an LEA staff member. A greater percentage of LEA staff also reported that the LEA staff had sole responsibility for such logistical matters. PAC respondents were more likely than LEA staff to say the PAC had sole responsibility. As regards the setting of an agenda, there were continued differences of opinion, with the LEA staff most frequently stating that the development of agendas was shared and PAC respondents slightly more prone to say that the PAC or LEA staff had sole responsibility. LEA staff were more likely to say that the LEA staff had sole responsibility for keeping minutes of meetings, whereas PAC affiliates were more likely to say

the PAC had sole responsibility. Summing the responses across all of the questions having to do with logistics, one finds that 18.7 percent of the responses made by LEA staff indicated sole responsibility on the part of the PAC; 39.9 percent, sole responsibility on the part of the LEA; and 41.4 percent, responsibility shared by both the PAC and LEA staff. For the PAC respondents, the percentages were as follows: 26.5 percent, PAC having sole responsibility; 36.0 percent, LEA staff having sole responsibility; and 37.6 percent, PAC and LEA staff having shared responsibility. Thus, PAC respondents were more likely to see the PAC as having at least some input in logistical matters than were LEA staff.

Effects of Responsibilities on PAC Activities and Impact

In Chapter II, the narrative set forth the basic idea that PAC responsibilities would be related to PAC activities and impact. More specifically, it was noted:

(1) The more influence-optimistic the PAC objectives, the more PAC activities;

(2) The more influence-optimistic the PAC objectives, the greater the PAC impact;

(3) The longer the term of membership, the greater the number of PAC activities;

(4) The longer the term of membership, the greater the PAC's impact;

(5) PACs with by-laws would engage in more activities;

(6) PACs with by-laws would have more impact;

(7) The greater the amount of control over logistical matters pertaining to the PAC, the greater the activity; and

(8) The greater the amount of control over logistical matters pertaining to the PAC, the greater the impact.

The activity and impact variables were listed in the section on PAC activities (last subsection). Correlation coefficients were calculated for their relationship with responsibility variables. The responsibility variables, values for which were calculated for each district, included:

(1) The average percentage of respondents reporting the PAC had by-laws;

(2) The average percentage of respondents indicating that the term of membership was longer than a year;

(3) The average percentage of PAC objectives entailing direct input of the PAC into the planning, implementation, and evaluation of the Title I program,[40] and

(4) The average amount of PAC control over PAC logistical matters (i.e., setting agenda, place, day, and time for meeting and keeping minutes).

Table 37 lists the correlations between responsibility and activity variables as well as their Pearson's correlation coefficients and significance of each. Interestingly, while there were correlations between the variables, they were generally not significant ones. In fact, there were only two correlations of statistical significance. One was for the relationship between the average amount of PAC control over logistical matters and the average number of activities performed by the PAC. The other was for the relationship between percentage of respondents indicating that the term of membership was longer than a year and the average percentage of responses indicating meetings with secondary parties were held. In both of these cases, the correlation was direct. That is, the greater the amount of PAC control, the greater the average number of activities performed by the PAC. The longer the term of membership on the PAC, the greater the likelihood that meetings had been held with secondary parties (see Table 24 for listing of individuals and groups in this category).

The lack of relationship between by-laws and activity variables may have been associated with the fact that a relatively small number of PACs had by-laws. Of course, it could be that the existence of by-laws would make no difference anyway, but the data do not allow for this interpretation. The lack of association between percentage of PAC objectives indicating direct input by the PAC into the program and activity variables cannot be explained at this point. The lack of association may be owing to respondents' saying what they thought they should as opposed to what they believed. Or it might be that the actual assignment of responsibility is more important for at least some PAC activities than simply ideas of what it should be.[41] Whatever the reason, hypotheses regarding the relationship between influence-optimism/pessimism and PAC activities were not supported by the data.

While there were few associations between responsibilities and activities, there were several between responsibilities and impact (Table 38). Again, there was little association between conceptions of PAC responsibilities and conceptions of the amount of influence of the PAC. But there was association between conceptions of responsibilities and the actual results of meetings with secondary parties. For instance, there was a significant positive correlation between the percentage of direct-input objectives and the likelihood of nothing happening as a result of discussions. This association, however, is questionable given the small number of responses indicating that nothing happened as a result. More important are associations between conceptions of objectives and results reported to be of an information-sharing nature or to have entailed action on some entity's part. There was a strong negative association with information-sharing results. Put another way, the greater the percentage of responses concerning PAC objectives that designated direct input by the PAC, the less likely meetings with secondary parties would be of an information-sharing character. Rather, if objectives for the PAC were influence-optimistic, discussions were likely to result in some form of concrete action.

As was the case for PAC activities, the existence of PAC by-laws bore no significant relationship with impact. The reasons for this occurrence would be the same as for the lack of correlation between by-laws and activities.

Term of membership had a direct significant relationship with conceptions of the PAC's influence. The longer the term of membership, the greater the perceived influence. This relationship, however, did not hold for correlations between term of membership and results of meetings or discussions with secondary parties. The structure, then, simply allowing or encouraging extended participation in the PAC would not be sufficient to bring about significant impact. Rather, the actual behavior of individuals would appear more relevant. The question for meetings with secondary parties, for instance, would be whether the PAC affiliates attending the meeting had been on the PAC for more than one year or not. Such information would provide clues as to whether term of membership had an effect on outcomes.

Amount of PAC control over logistical matters had the most significant correlations with impact variables of all the responsibility variables. The greater the amount of PAC control, the greater the perceived influence of the District PAC and the greater the perceived influence of PACs in general. The relationship between PAC control and perceived influence of School-Level PACs did not quite achieve significance, perhaps because the variation in evaluation of School-Level PAC influence was so limited (with most respondents indicating the School-Level PACs had little to a moderate amount of influence). In terms of results of meetings with secondary parties, PAC control consistently had significant correlations. The more control the PAC had, the more likely there were to be no results, but this may again be owing to the small number of responses indicating there were no results of meetings with secondary parties. More important were correlations between control and information-sharing or action results. The greater the amount of PAC control over logistical matters, the less likely it was that discussions with secondary parties would result simply in information sharing. Rather, the more PAC control, the more likely it was that the discussions would result in some concrete action.

The various associations notwithstanding, it would appear that the structural dimensions surrounding PAC operations, contrary to the theoretical framework elucidated in Chapter II, do not play a very evident role in either PAC activities or impact. Unless they entail a specific and assigned action, e.g., keeping minutes or responsibility for some other facet of PAC operations, the character of structural dimensions is not sufficient to determine the role the PAC will play in Title I.

PAC Membership Characteristics

General Characteristics

CPI Associates attempted to gain information about the characteristics of the PAC membership inasmuch as these were believed to affect PAC activities and impact. Questions were asked in 11 areas.

In turn, these 11 kinds of questions were of two basic levels. Some addressed the PAC as a whole; such questions included estimates of the number of PAC members and the percentage of these who were very active, moderately active, and not very active; the percentage who were Title I parents, non-Title I parents, school district staff, and others; and the percentage who had been on the PAC since before the 1977-1978 school year, only during that school year, and less than the school year. Another question was posed regarding the PAC membership as a whole, and that had to do with whether or not PAC members desired changes in various aspects of the Title I program.

In Chapter II, it was asserted that demographic characteristics of PAC members, length of service on the PAC, organizational participation, and beliefs about representation would affect PAC activities and impact. Such factors were addressed in the interviews, but they comprised a second level of questioning. That is, PAC respondents were asked questions pertaining to their own demographic attributes, length of service, organizational affiliation, and beliefs about their role in Title I. Information of this sort was not gathered on non-respondent PAC members. Hence, these questions were less generalized and did not elicit information on PACs as wholes.[42]

The fact that the questions concerning demographics, length of service on the PAC, organizational participation, and beliefs about representation were not addressed to the PAC as a whole might be considered a limitation of the data. Two redeeming features of the procedure, however, might be noted. First, PAC members could more readily and accurately provide the information about themselves than for other PAC members. The quality of the data might thus be higher than would have occurred had the questions been addressed to the PAC members as a group. Second, the questions were put to PAC Chairpersons at the district and school levels and to a sample of PAC Members at the district level, who were supposed to be the "most active members of the PAC." In a sense, then, CPI interviewed the leadership of the District and School-Level PACs. It may be that the personal attributes of these people are more important than those of individuals who were not part of the leadership. In any event, the information concerning respondents should not be considered representative of the PAC as a whole, but only of the PAC leadership. With this information in mind, it is possible to move on to the presentation of findings regarding membership characteristics.

Title I Coordinators, District PAC Chairpersons, Title I Principals, and School-Level Chairpersons (N = 84) were asked to specify the number of individuals on their respective District or School-Level PACs. They were then asked questions about the number of PAC members falling into particular categories of activity, program relationship, and duration of membership.

The number of individuals specified as belonging to the PAC ranged from one person to more than 80, with the average being 17.2. In all but three of the 81 specifications made concerning the percentage of the PAC made up by Title I parents, the percentage specified was greater than 50 percent. The average percentage of membership comprised of Title I parents was 85.3. An average of 6.1 percent of the members were parents with children in the school system, but not children in the Title I program. An average of 7.9 percent of the membership were school district staff; 1.9 percent were reported to be individuals who were neither parents of children in the school system, nor school district staff.[43]

The respondents were asked to specify what percentages of the membership had been on the PAC for more than the 1977-1978 school year and only for the 1977-1978 school year. They were also asked to specify what percentage of the membership had joined sometime after the beginning of school. An average of 49.3 percent of the membership across the PACs had been on the PAC previous to the beginning of the school year. An average of 47.9 had joined at the beginning of school.[44] About 6.6 percent of the total membership had joined after the beginning of school.

The 84 respondents were also asked to designate the percentage of the membership that would be considered very active, moderately active, or not very active. An average of 48.1 percent of the members were considered very active; 30.3 percent, moderately active; and 17.7 percent, not very active.[45]

Asked whether they wanted changes in the Title I program, 50 (71.4 percent) of the PAC respondents replied they did. They specified one or more of the following areas for change: the Title I application submitted to the state (noted by 12.0 percent of the 50 PAC respondents indicating they and other PAC members wanted change); the Title I evaluation plan (30.0 percent); the Title I instructional program (64.0 percent); the budget and expenditure of Title I funds (54.0 percent); by-laws and procedures of the PAC (30.0 percent); and staffing (22.0 percent).

Two kinds of comparative questions were asked of LEA staff. One asked the LEA staff if the PAC desired changes in any part of Title I. Twenty-nine (32.2 percent) of the 90 asked the question responded affirmatively. While a direct comparison with the question asked of PAC respondents cannot be drawn, it would appear that LEA staff were not always aware of the desire for the changes voiced by PAC respondents in interviews with CPI.

The other comparative question had to do with whether the LEA staff themselves desired changes in some aspect of Title I. Seventy (77.8 percent) of the 90 replied affirmatively. Hence, LEA staff were only slightly more likely than PAC members to want at least one change. Sixteen (22.9 percent of the 70 wanting change) said they wanted change in the Title I application; 26 (37.1 percent), in the Title I evaluation; 50 (71.4 percent), in the instructional program; 36 (51.4 percent), in the budget and expenditure of Title I funds; 14 (20.0 percent), in the by-laws and procedures of the PAC; and 19 (27.1 percent), in staffing of the program. These data show that the number of areas noted for change was greater for LEA staff than for PAC respondents.

Both LEA staff and PAC respondents were invited to describe the specific changes they wanted in the various areas they specified. In the area of the Title I application, respondents most frequently stated that application procedures should be simplified or that the application and approval of it should be negotiated on a multi-year basis. A few said that the standards should be less rigid, that there should be earlier approval of the application, and/or parental participation or sign-off should be required.

Regarding the evaluation of Title I, it was most often asserted that the tests for measuring student achievement should be different, that the timing or reporting of the evaluation should be improved, or that the evaluation should be put in more understandable, lay terms. A few advocated that the tests be more related to what children learn, that there be more parent participation in the evaluation, that the evaluation of children's progress span more than one year, or that there be other changes.

In the area of the instructional program, respondents most often wanted a broadening of the eligibility requirements for participation and an increase in the number of grade levels or students served by Title I. They also frequently wanted more decision-making authority for the LEA and less for the SEA or federal government over the kind of instructional program that would be instituted. Several expressed a desire for greater flexibility in eligibility requirements for schools, greater flexibility in instruction, follow-up with students after they left Title I, and more instructional materials. A few expressed a desire for an increase or decrease in the instructional areas covered by the program, more input by teachers and/or parents, more supportive services, elimination of pull-out instruction, or other changes.

Many of the changes in the instructional program would require additional funds for the LEAs. Hence, it is not surprising that the vast majority of changes in the area of budget and expenditure had to do with increasing the amount of money available for the program. Other changes specified included greater flexibility in the handling of the budget, more equitable distribution of funds, earlier approval of the budget, greater allowance for overhead costs, allocation of funds to serve all students eligible for the program, and ability to obtain supplemental funds when they were needed.

Most of the changes noted by respondents about changes in PAC by-laws and procedures referred to a general increase in parent involvement in the program. Some respondents were more specific, however, in noting greater participation in decision-making, an increase in parent leadership, more interaction between the PAC and other parents or parent groups (e.g., the PTA), increased representation of school-level parents on the District PAC, etc. Only a few responses indicated a desire for less parent participation in Title I.

Last, in the area of staffing, LEA staff and PAC respondents most frequently noted that there should be more paraprofessionals employed, although a couple said there should be fewer. A few respondents noted each of the following, sometimes counterpoint, changes: better training of staff, more professionals, the addition of a parent coordinator position; requirement that Title I staff be required to handle the same duties (e.g., hall duty) as regular (usually union) staff; less control on the part of the Title I Principal over staffing; more control on the part of the Principal; more staff; and fewer staff.

These desires voiced by the participants in CPI's study underlay assertions about actions and results thereof pertaining to PAC desires for change and expressions on the part of LEA staff as to whether or not PACs could help to bring about the changes they desired. These matters were discussed in preceding sections of this report.

Noted above, demographic characteristics, length of service on the PAC as a Member and/or Chairperson, organizational participation, and beliefs about representation were ascertained from the PAC respondents. We may present findings in these areas now with the understanding that they inform us only about the characteristics of the individuals potentially constituting the leadership of the PACs studied by CPI.

The length of membership on the PAC varied from one year to 13, with the average being 3.3 years. If the respondent was a PAC Chairperson, his/her tenure in that position averaged 2.4 years, with the number of years ranging from one year to more than eight.

Of the PAC affiliates interviewed, 43 (61.4 percent) were white, 26 (37.1 percent) were black, and one (1.4 percent) was American Indian. Nine (12.9 percent) had completed 11 or less years of school; 39 (55.7 percent) had completed high school. Thirteen (18.6 percent) had completed some college or vocational training, five (7.1 percent) were college graduates, and four (5.7 percent) had received some post-graduate training.

Occupationally, a little over half of the PAC respondents were housewives. Four (5.8 percent of the 69 whose occupations were learned) were professional or technical workers; seven (10.1 percent), managers or administrators; two (2.9 percent), sales workers; seven (10.1 percent), clerical or kindred workers; one (1.4 percent), operatives worker; one (1.4 percent), a non-farm laborer; and nine (13.0 percent), service workers outside of private households.

PAC respondents each reported belonging to an average of 1.6 kinds of community organizations. This number may have been somewhat conservative in that some individuals seemed somewhat reticent to answer the question (24, or 34.8 percent, of the 69 individuals answering the question belonged to no organizations), and some may have omitted from consideration such organizations as churches. It might be noted, however, that the most frequently mentioned kind of organization was a school club (usually the PTA). Other frequently mentioned organizations included social clubs and community development/neighborhood organizations. Several noted their membership in churches, civil rights/political organizations, civic/service organizations, and service agencies. A couple mentioned affiliation with professional groups.

The last question having to do with membership characteristics of PAC respondents was one having to do with their beliefs about representation. They were asked, "When making decisions about the Title I program, would you say you generally try to do what most parents want or try to look at the facts and make the best decision you can?" (This question was designed to discern whether the individual had a delegate orientation, as symbolized by the first choice, or a trustee orientation, as symbolized by the second; cf., Chapter II.) Five (7.1 percent) said they did not know which orientation they had. Of the remaining 65, 17 (26.2 percent) said they tried to do what most parents wanted, and 38 (58.5 percent) said they tried to look at the facts and make the best decision they could. Ten (15.4 percent) would not choose between the two orientations and said they took both positions.

Effects of Respondent Level and Position

Effects of Respondent Level. Differences by whether the respondent was associated with the district or school level emerged for many of the questions regarding membership characteristics just as they had for other factors in CPI's theoretical framework:

(1) District PACs were considerably larger than School-Level PACs. The average size of the District PAC was 36 people, whereas the average size of the School-Level PAC was 12. Title I parents were said, on the average, to comprise 79.2 percent of the District PAC's membership. Non-Title I parents formed 6.7 percent of the District PAC and 6.0 percent of the School-Level PAC. LEA staff were reported to comprise 7.4 percent of the District PAC and 8.0 percent of the School-Level PAC. Other individuals not fitting the above categories were by and large found on the District PAC only; 6.6 percent of the District PAC's membership consisted of such individuals on the average, whereas only 0.7 percent of the School-Level PAC's membership was so constituted.

(2) District PACs were reported to have a higher percentage of members who had been on the PAC the previous school year; the average percentage specified was 56.1 for District PACs and 47.5 for School-Level PACs. The remainder were said to have joined at the beginning of the school year. The percentage of individuals said to have joined after the beginning of the school year was about the same for the different levels of PACs.

(3) [illegible] lesser percentage of District PAC affiliates were noted as being very active--45.5 percent as compared with 48.7 percent for affiliates of School-Level PACs. But there was reportedly a greater percentage of moderately active PAC affiliates for the District PAC than for the School-Level PACs; the average percentages for the two kinds of PACs were 36.5 and 29.0, respectively. Approximately the same percentages were cited for the percentage of membership not very active--16.4 and 17.9 percent.

(4) District PAC respondents were more likely to say that District PAC affiliates wanted changes in one or more areas of Title I. Three-quarters of the District PAC respondents so responded, whereas two-thirds of the School-Level PAC respondents did so. Both District and School-Level PAC respondents emphasized changes in the instructional program and the budget and expenditure of Title I funds. District PAC affiliates were, however, more likely to cite needed changes in the application for and evaluation of the program, whereas School-Level PAC respondents were more likely to cite changes in PAC procedures and staffing.

(5) Whether or not the length of service on the PAC, demographic characteristics, organizational participation, and beliefs about representation differed among the general membership by level of PAC cannot be discerned. But for those variables hypothesized to have some relation with other factors in the theoretical framework set forth in Chapter II, there were differences between the PAC

respondents (potential leadership) between the two levels. The average length of service of District PAC respondents was a little over four years as compared with a little over two for School-Level PAC respondents. District PAC Chairpersons reported serving in that position an average of three years; School-Level PAC Chairpersons reported serving an average of two years. Sixty percent of the District PAC respondents were housewives, while 41.2 percent of the School-Level PAC respondents were housewives. (Implicitly, Chairpersons at the school level were more likely to be housewives than Chairpersons at the district level.) A greater percentage of District PAC respondents had gone beyond high school--38.8 percent as compared with 2[illegible].5 percent for School-Level PAC respondents. District PAC respondents belonged to an average of 1.6 kinds of organizations; School-Level PAC respondents belonged to an average of 1.5. District-Level PAC respondents also belonged to a greater range of kinds of organizations. Interestingly, District PAC respondents were more likely to hold a trustee orientation and less likely to hold a delegate orientation or both orientations than School-Level PAC respondents. The percentages of District PAC respondents holding delegate, trustee, or both orientations were, respectively, 22.9, 62.9, and 14.3. The percentages for School-Level PAC respondents were 30.0, 53.3, and 16.7. One might not have expected these differences to emerge; rather, given the greater scope of concern, one might have expected a greater percentage of District PAC respondents than School-Level PAC respondents to hold delegate orientations. The differences that did emerge may be explained by two conditions. First, the District PAC respondents included PAC affiliates other than the PAC Chairperson while this was not the case for School-Level PAC respondents. School-Level PAC Chairpersons may have had more community-regarding perspectives than District PAC Members, who constituted the majority of District PAC respondents. Second, a sizable percentage of School-Level PAC Chairpersons were also affiliated with the District PAC. Their position on the District PAC, although they were instructed to answer solely in terms of the School-Level PAC, may have affected their answers reflecting their beliefs about representation.

Effects of Respondent Position. Most of the questions asked concerning PAC membership characteristics were addressed only to PAC respondents. The orientations of LEA staff as compared to PAC affiliates have already been described above in regard to changes desired in the Title I program. There remained only a few questions where both LEA staff and PAC affiliates were addressed and where there might have been differences in response. These had to do with the composition of the PAC as a whole:

(1) PAC respondents specified a slightly larger membership on the PAC than LEA staff. The average number specified by PAC affiliates was 18.8, the average number specified by LEA staff, 15.6. There were slight differences in designations of the kinds of individuals belonging to the PAC. PAC respondents noted the following average percentages of individuals comprising the PAC: Title I parents, 85.0; non-Title I parents, 6.9 percent; LEA staff, 6.4 percent; and individuals not belonging to any of the preceding categories, 1.7 percent. LEA staff noted the following average percentages:

Title I parents, 85.6 percent; non-Title I parents, 5.4 percent; LEA staff, 9.3 percent; and individuals not belonging to any of these categories, 2.0.

(2) LEA staff said that an average of 50.9 percent of the PAC's membership had been on the PAC the previous school year; 49.1 percent were said to have joined at the beginning of the 1977-1978 school year; 6.6 percent were said to have joined after the beginning of the academic year. PAC respondents provided somewhat similar percentages: 47.6 percent having participated during the previous year; 46.8 percent having joined at the beginning of the school year; and 6.7 percent having joined after the beginning of the school year.

(3) Asked what percentage of the membership was very active in PAC avtivities, LEA staff said an average of 44.8 percent were. The average specified by PAC affiliates was 51.2 percent. The percentage said by LEA staff to be moderately active was 35.9 percent; the percentage for PAC affiliates was 25.1. According to LEA staff, approximately 18.7 percent were not very active at all; according to PAC respondents, the percentage was 16.7.

Effects of Membership Characteristics on PAC Activities and Impact

In Chapter II, the following kinds of hypotheses were set forth regarding the relationships that might exist between PAC membership characteristics and PAC activities and impact:

(1) The greater the percentage of PAC membership having had previous experience with the PAC, the greater the amount of PAC activity and impact;

(2) The greater the previous experience in other community organizations, the greater the amount of PAC activity and impact;

(3) The greater the number of individuals participating actively in the PAC, the greater the amount of PAC activity and impact;

(4) The greater the average length of service on the PAC, the greater the amount of PAC activity and impact;

(5) The higher the socioeconomic status of PAC members (as measured by education and occupation), the greater the PAC activity and impact; and

(6) The greater the delegate orientation toward representation, the greater the amount of PAC activity and impact.

To explore the viability of these hypotheses, CPI developed a number of measures for membership characteristics; these measures were then applied to develop district values on each measure. The variables for measuring membership characteristics included:

(1) The average percentage of membership belonging to the PAC before the 1977-1978 school year;

(2) The average percentage of membership joining the PAC after the beginning of the 1977-1978 school year;

(3) The average number of kinds of organizations to which PAC respondents belonged;

(4) The degree of activity of the PAC membership;[46]

(5) The average length of PAC respondents' service on the PAC;

(6) The percentage of PAC respondents who were housewives;

(7) The percentage of PAC respondents with educations beyond the high school level; and

(8) The average degree of delegate orientation in PAC respondents' beliefs about representation.[47]

Two points should be made before the correlations of these variables with those for PAC activities and impact (delineated in the last subsection of the section on PAC activities) are described. First, only the first, second, and fourth variable listed above refer to characteristics of the PAC as a whole. The rest refer only to characteristics of the PAC respondents interviewed by CPI. They might have comprised the leadership of the PAC, but that is not to say that their characteristics were representative of the PAC as a whole. Other PAC affiliates might have had quite different characteristics which might have fed into the PAC's performance of activities and impact. The correlation coefficients discussed below having to do with organizational participation, tenure on the PAC, occupational status, educational status, and beliefs about representation should be interpreted in that light. The correlation coefficients were calculated simply to ascertain if the potential leadership's characteristics had their own effects independent of the PAC membership as a whole.

Second, it should be noted that occupational status as a measure of socioeconomic status could not be used. Approximately half of the PAC respondents were housewives. There is considerable debate at the present time as to the ranking of that occupation in relation to occupations having to do with employment outside the home. For this reason, CPI relied on educational attainment as a measure of PAC respondents' socioeconomic status. Correlation coefficients were calculated against the percentage of PAC respondents stating they were housewives to see if there were any relationships between employment outside the home and PAC activity and impact.

Table 39 contains a listing of correlations between variables having to do with membership characteristics and PAC activities. Very few significant correlations were found, especially between those membership characteristics variables referring only to PAC respondents and PAC activity. This would imply that the characteristics of those potentially forming the leadership of the PAC generally do not affect the extent of participation and performance of activities. The one exception might perhaps be the average degree of delegate orientation in PAC respondents' beliefs about representation, which had two significant associations with variables measuring PAC activities. One of these associations appears to be spurious--the one indicating that as the average degree of delegate orientation increased, so did turnover. The other appears reasonable--the one indicating that as the average degree of delegate orientation increased, the more likely it was that meetings would be held with secondary parties. By and large, however, if there was association between demographic characteristics, organizational participation, length of service, and beliefs about representation, it would have emerged through the characteristics of all PAC affiliates, not just PAC respondents.

Looking at those membership characteristics applying to the PAC as a whole, one sees that there were a few associations. For instance, the greater the amount of participation by all individuals on the PAC, the greater the total number of activities performed and the less the turnover of membership. As well, the greater the previous experience with the PAC, the greater the average number of hours devoted to PAC activities. Previous experience had association with other variables measuring PAC activity, but it was not significant. The percentage of PAC membership having joined the PAC after the beginning of the school year bore no significant associations with any of the activity variables.

Table 40 contains a listing of the correlations between membership characteristics variables and variables measuring impact. The membership variables apparently did not have a significant relationship with the outcomes of meetings with secondary parties. In terms of their relationship to perceived influence of the PAC (District, School-Level, or both), however, there were some significant correlations. Beliefs about representation as expressed by PAC respondents bore a direct association with estimations of influence; the greater the delegate orientation, the greater the perceived influence. Degree of activity on the part of the PAC membership as a whole also was directly related, particularly for School-Level PACs and both District and School-Level PACs combined. And previous participation in the PAC had a significant correlation with the estimated influence of the District PAC.

In sum, the hypotheses elucidated in Chapter II about the relationship between membership characteristics and PAC activities and impact were only partially supported. Previous experience with the PAC, beliefs about representation, and degree of activity on the part of PAC members as a group appear to be the most relevant variables. Others have some association, but for the districts studied by CPI, the associations were not strong ones.

PAC Recruitment

General Characteristics

In Chapter II, it was asserted that the method by which PAC members came to join the PAC would have some effect on PAC membership characteristics, most especially on members' orientations toward participation as a trustee or delegate. For this reason, questions were put to respondents regarding recruitment.

The most basic question had to do with whether PAC members were elected, appointed, and/or self-selected (volunteered). This question was asked of 108 respondents (who included all respondents except the District PAC Members and 24 of the Central Office/Title I staff). Eight of these (7.4 percent) said they did not know, and one person's response (0.9 percent) was not ascertained.

The answers of the remaining 99 respondents were varied (Table 41). Almost 60 percent said PAC members volunteered for participation. A little over a third said PAC members were elected. Appointment was reported by only about a tenth of those indicating a method.

Thirty-seven individuals indicating that at least some of the PAC members were elected were asked to describe that selection process. Twenty-five (67.6 percent) cited parents of Title I children as voters. Nineteen (51.4 percent) cited School-Level PACs; the citation of this group of voters was especially frequent for the selection of District PAC members and shows adherence to a federal regulation suggesting this as an acceptable method for recruitment of such PAC participants. Nine individuals (24.3 percent) said that parents of children not in the Title I program participated in the election, and five (13.5 percent) said school district staff voted. Most often the election took place during a meeting; very seldom was a mail-out ballot or some other method used.

Those indicating that PAC members were appointed cited school district staff (e.g., Title I Coordinators, Principals, and Teachers) as the primary decision-makers regarding the appointments. Only on two occasions were other PAC members or representatives of other organizations listed as the parties making the appointments.

The above paragraphs provide an indication of the method by which people come to be affiliates of the PAC. The preponderance of individuals volunteering for participation might lead one to believe that public methods were not utilized. It might be noted, however, that on many occasions those stating that PAC members volunteered also noted that the volunteering took place after notices were sent to all Title I parents inviting them to participate. In such a way, the selection of members took a public form. PAC members emerging as "volunteers" were those who responded to the notice. Some of these were, of course, individuals already active in school affairs.

Respondents answering as District PAC Chairpersons and Members and School-Level PAC Chairpersons were asked how they came to be Chairpersons or Members. In Chapter III, it was noted that some of the individuals serving as respondents in these categories were not actually serving in those capacities (e.g., a person answering as a School-Level PAC Chairperson might not actually be serving in that capacity). Hence, nine (12.9 percent) of the PAC participants interviewed could not appropriately answer the questions having to do with their selection. Of the remaining 61 participants, 32 (52.5 percent) said they were elected, 15 (24.6 percent) said they were appointed, and 14 (23.0 percent) said they volunteered.[48] These percentages are not to be compared with the ones above for the selection of PAC members in general as the question for PAC Chairpersons pertained not to their selection as members but rather as chairpersons. These data would indicate that while the selection of members may be more individualized, the selection of leadership involved more overt public participation. Of course, the use of appointment was more predominant than is reflected in the above paragraphs having to do with the selection of PAC members in general.

The procedures for recruitment differed significantly between school and district levels. The role of respondent level will be explored in the next section.

Effects of Respondent Level on Recruitment[49]

Table 42 shows that the method for recruiting participants for the PAC differed markedly between the district and school levels. Almost 90 percent of the district-level LEA staff and District PAC Chairpersons noted that participants in the District PAC were elected. About a fifth noted some members volunteered. By contrast, Title I Principals and School-Level Chairpersons usually stated that participants on the School-Level PAC were self-selected. Only 10 percent of the school-level respondents said election was a method of recruitment. About 14 percent of the respondents at the school-level said appointment was used, this by comparison with district-level respondents, three percent of whom noted the use of appointment.

Differences between District and School-level PAC respondents in the method by which they themselves came to be District PAC Members or District or School-Level Chairpersons are reflected in Table 43. This table reveals that approximately two-thirds of the District PAC participants (including all District PAC Chairpersons) were elected. Self-selection and appointment were noted by a little over a fifth and a tenth, respectively, of the district-level PAC participants. This is in some contrast with processes for the selection of School-Level PAC Chairpersons. Forty-four percent of those responding were appointed. Only a third were elected. A slightly smaller percentage of School-Level Chairpersons volunteered, as compared with the district level.

The data in this subsection and the above subsection on the general characteristics of PAC recruitment might be summarized as follows. First, PAC members at the school level by and large volunteered for participation. From the school-level membership, a Chairperson was either appointed or elected. School-level PAC members and other Title I parents elected a representative to the District PAC. Individuals participating in the District PAC then elected a Chairperson.

Effects of Recruitment on PAC Membership Characteristics

As well as being asked how they personally were selected to be Chairpersons or Members at the school or district level, PAC respondents were asked what level of education they had achieved, their occupations, length of time they had been on the PAC, their organizational affiliations, and their beliefs about representation. These questions enable us to see directly if there was a relationship between recruitment and membership characteristics, at least for the individuals interviewed by CPI.[50]

The findings regarding the relationship were as follows:

(1) Elected members were more highly educated than appointed or self-selected ones (Table 44).

(2) Elected and appointed members were more likely to be employed outside the home than members who volunteered to participate in the PAC (Table 45).

(3) Elected members were likely to have been on the PAC longer than appointed or self-selected members. In turn, appointed members were likely to have been on the PAC longer than self-selected members. The average number of years on the PAC per respondent was as follows: elected, 4.3 years; appointed, 2.3 years; and self-selected (volunteered), 1.9 years.

(4) Elected members were more likely to belong to at least one other kind of community organization than were appointed or self-selected PAC respondents. Only 29.0 percent of the 31 elected PAC members said they belonged to no other organizations, as opposed to 46.7 and 42.9 percent, respectively, of the seven appointed and six self-selected PAC respondents.

(5) The number of organizations to which one belonged differed by recruitment method. The 22 individuals who were elected and belonged to at least one organization belonged to an average of 2.0 kinds of organizations each. The same average arose for the eight appointed PAC members who belonged to at least one kind of organization. The eight PAC members who said they belonged to an organization and who volunteered for their position in the PAC averaged only 1.5 kinds of organizations each.[51]

These findings imply that the recruitment methods for the PAC affect the characteristics of the membership, or vice versa. For instance, as regards the relationship between organizational behavior and PAC participation, knowing that one has been elected to a position in the PAC may promote feelings of belonging to the community at large and increase one's propensity to participate in other community organizations. Or, conversely, because one is active in other community organizations, one might be more willing or interested in being elected to a position on the PAC. Looked at from the voters' side, they might be more predisposed to elect individuals with greater experience on the PAC, greater educational achievement, and with interests and occupational associations outside the home. In short, they would ostensibly be interested in electing the "community regarding" kind of individual discussed in Chapter II.

Indeed, there is some indication of support for the assertions set forth by other writers on the effects of particular forms of recruitment. In Chapter II, it was noted that elected members are less likely to take a trustee stance (as reflected in, "When I make a decision, I try to look at the facts and make the best decision I can."). The same pattern emerged in CPI's data, as is demonstrated by Table 46. Elected members were much more likely to take a completely delegate orientation (as reflected in, "When I make a decision, I try to do what most parents want.") than appointed or self-selected members. Appointed members were more likely than either of the two other groups to say they took both orientations. Members who volunteered for their positions were the most likely to take a trustee position.

To measure the strength of association between the recruitment procedures for the PAC as a whole and for the PAC respondents in particular and PAC membership characteristics, CPI developed measures for each district in the same way as described for factors previously discussed. The recruitment variables included:

(1) The percentage of responses concerning general PAC recruitment that indicated PAC affiliates were elected (see Table 41);

(2) The percentage of responses concerning general PAC recruitment that indicated PAC affiliates were appointed;

(3) The percentage of responses concerning general PAC recruitment that indicated PAC affiliates were self-selected (or volunteered);

(4) The percentage of PAC respondents who were elected;

(5) The percentage of PAC respondents who were appointed; and

(6) The percentage of PAC respondents who volunteered.

Pearson's correlation coefficients were developed to measure the strength of association between these recruitment variables and membership characteristics variables (the latter were described in the last subsection of the preceding section on PAC membership characteristics). The correlations are listed in Table 47.

The procedures for recruiting PAC membership in general had some significant relationship with their likelihood of having been on the PAC previously and with the extent to which PAC members were considered active in PAC affairs. More specifically, the greater the percentage of members reported to have volunteered for service, the less likely it was that members would have been on the PAC previous to the 1977-1978 school year. The greater the percentage of responses indicating PAC affiliates were elected, the greater the percentage reported to be moderately or very active in PAC affairs. These findings are in line with the assertions contained in Chapter II.

The method for recruiting the general membership may have had some association with the demographic characteristics of the membership. This is implied in the correlation of variables having to do with the general membership and one of the variables measuring demographic characteristics of PAC respondents--education. The greater the percentage of responses indicating that PAC members volunteered for service, the less education PAC respondents reported themselves to have.

A more viable correlation, however, would be that between the particular method used to recruit PAC respondents and their demographic characteristics. The findings coincide with those delineated previously in cross-tabulations between the two kinds of variables. The linkage between recruitment and educational attainment remained. While volunteering did not have a significant negative association with educational attainment, election had a positive one. The greater the percentage of PAC respondents reporting they were elected, the higher their educational attainment. Recruitment procedures also had significant correlations with the percentage of PAC respondents saying they were housewives. The greater the percentage of PAC respondents who said they were elected, the less likely it was they would be housewives. The greater the percentage of PAC respondents saying they volunteered, the more likely it was they would be housewives.

Previous experience with the PAC was also affected by recruitment. The greater the percentage of PAC respondents saying they were elected, the longer their tenure on the PAC. The greater the percentage saying they were appointed, the shorter their tenure. The negative correlation was even stronger between self-selection and length of service. There is also some indication that method of recruiting the leadership of the PAC had some effect on the percentage of the overall membership who participated on the PAC previous to the 1977-1978 school year. The greater the percentage of PAC respondents saying they were elected, the greater the percentage of the overall membership having been on the PAC previous to the 1977-1978 school year. The greater the percentage of PAC respondents saying they were appointed or volunteered, the less the percentage of the general membership who had had previous experience with the PAC.

The likelihood of reporting membership in other organizations was affected to some extent by recruitment method. The greater the percentage of PAC respondents saying they volunteered, the lower the number of kinds of organizations to which they belonged. Although election and appointment had some positive correlation with number of organizational types mentioned, the associations were by no means positive. Hence, election or appointment would appear to be necessary, but not sufficient, conditions for organizational participation.

Contrary to expectation, given the previous research on delegate/trustee orientations, there were not significant relationships between beliefs about representation and recruitment procedures. For PAC respondents, there was some association between the two kinds of variables and the association was in the direction indicated in the literature, but the relationship did not quite reach significance.

This finding notwithstanding, it would appear that recruitment has a great effect on the characteristics of membership, especially if the individuals are Chairpersons or deemed the most active members of the PAC. Future research might be conducted to determine in more detail the effects for PACs as wholes.

External Constituency

General Characteristics

In Chapter II, it was noted that other community organizations may have an effect on the operations of the PAC. They may, on the one hand, provide resources enhancing the PAC's functioning. On the other hand, they may also promote some disruption in PAC operations owing to the representation of varying interests on the PAC.

CPI decided that the relation of the PAC to other community organizations would be explored at least to some extent in its study. There were four areas of questions that addressed such relations.

First, there was a general question having to do with the role of other community organizations and educational issues in general. The particular educational issues arising in the various LEAs were described in the contextual section of this chapter having to do with the LEAs' general characteristics. After ascertaining the kinds of educational issues that had become of community concern, CPI asked whether community organizations had become involved in them and the results of that involvement.

Of the 148 respondents who reported that there had been educational issues, 108 (73.0 percent) reported that community members or groups had become involved, at least in one of the issues.[52] Table 48 shows the kinds of actions taken by the community groups and reveals that the actions were primarily cooperative ones with the school district. Only a little over a fifth of the respondents reported that community members or groups had lobbied against the school system on an issue. A little less than a third of the responses reflected simply the voicing of opinions or the discussion of issues, as opposed to real action, e.g., lobbying or working with the LEA.

Unfortunately, it was not possible to determine the efficacy of the groups' actions as in almost half of the cases respondents said it was too soon to tell what the results were of the actions. Thirty-one respondents did say, however, that the groups got what they wanted, and 10 reported there was a compromise (29.2 and 9.4 percent of 106 respondents, respectively). Only about five percent said that "nothing happened."[53]

Regardless of the outcomes of action, the data would imply that activity by community groups regarding educational issues was the norm in the eight LEAs studied by CPI. Of course, one cannot conclude that because the community was involved in educational issues, it would also be involved in Title I. Hence, CPI asked questions regarding specific community involvement in Title I.

The first question was a hypothetical one. All 160 respondents were asked, "If a matter related to Title I arose about which the community might be concerned, what community groups or organizations could the PAC call upon for assistance?" Only 12 respondents (7.5 percent) said there were no organizations the PAC could call on. Nine (5.6 percent) said they did not know what organizations they could call on, and one person's response (0.6 percent) was not ascertained.

This left 138 individuals, each specifying an average of 2.1 kinds of organizations to which the PAC could turn for assistance in handling a Title I matter. Including those respondents who said there were no organizations, the average was 1.9. As Table 49 demonstrates, by far and away the most frequently cited kind of organization was the school club (e.g., the PTA, Booster's Clubs, Mother's Clubs, etc.); school clubs were specified by half of the respondents and constituted a quarter of all responses to the question. Civic/service organizations, community development/neighborhood organizations, the city/school board/service agencies, and civil rights/political organizations were noted by a quarter to a little over a third of the respondents. About a tenth of the 135 individuals said churches would be of assistance. Lesser designations were received by categories for the federal/state government, professional groups, social clubs, and the media.

As important as these responses to the hypothetical question are to understanding respondents' conceptions of the PAC's position in the organizational milieu, they do not reflect the PAC's actual relations with such community organizations. Hence, two other kinds of questions were asked regarding community organizations. One set had to do with whether [illegible] community groups had actually contacted the PAC in regard to a Title I-related matter. This question was asked of all 160 respondents. Sixteen (10.0 percent) said they did not know, and one person's response (0.6 percent) was not ascertained. Of the remaining 143 respondents, 121 (84.6 percent) said there had been no such contact made by community groups. Only 15.4 percent (22 respondents) said community groups had contacted the PAC. These individuals specified an average of 1.3 kinds of organizations each. School clubs received the greatest number of notations (39.3 percent), followed by the city/school board/service agencies (receiving 21.4 percent of the notations) and civic/service organizations (receiving 14.3 percent). Civil rights/political organizations, the media, and professional groups were each mentioned by two individuals (7.1 percent). None of the other organizations listed in Table 49 (federal/state government, churches, and social clubs) were mentioned as having contacted the PAC regarding Title I.

Asked what the community groups or organizations contacted the PAC about, about a third (eight respondents) said that the community group or organization was asking for support or help with its own cause. In five instances the organization wanted the PAC's opinions regarding children's needs and in three instances they offered their services for use by the PAC and/or Title I children. One person said the community group or organization simply wanted to share information with the PAC about its activities.

In 15 of the cases, as a result of the contact, the PAC gave its opinions or cooperated with the community organizational group. Two respondents reported that children received services after the contact by the community organization, and two reported that the result was simply the sharing of information and no real action on anyone's part. One person reported that the PAC refused to cooperate with the group or organization in question.[54]

As limited as the contacts were that were initiated by community groups or organizations, they were slightly more numerous than those which were initiated by the PAC. All 160 respondents were to be asked whether the PAC sought the help of a community organization or group about a Title I-related matter. Again, 16 individuals said they did not know whether the PAC had sought such help, and the answer one individual gave was not ascertained, leaving 143 who answered either affirmatively or negatively. Of these, 128 (89.5 percent) said the PAC had not sought the help of a community organization. Only 15 (10.5 percent) said the PAC had done so.

Two of these could not specify the group. The remaining 14 individuals noted an average of 1.2 kinds of organizations each. If the PAC sought help, it was most frequently from the city/school board/service agencies, civic/service organizations, and/or civil rights/political organizations (specified by five, four, and three respondents respectively). Community development/neighborhood organizations, social clubs, school clubs, and professional groups were noted by one to two individuals each. Again, churches and the federal/state governments were not mentioned by any respondents.

When the PAC contacted another group or organization, it was usually to ask for that group's support or backing (mentioned by eight respondents). In four cases, the PAC asked the group for services, and in two cases the PAC simply asked the group to explain its program. The PAC obtained support from the group contacted in five cases. In the four cases where the PAC had asked for services for children, the children received them. In three cases information was simply shared between the PAC and the group or organization in question. And in one case, where the PAC had asked the group to explain its program, the PAC subsequently provided help to the organization.

In sum, the data show on a general level that the PACs studied by CPI existed in communities where community groups and organizations were fairly active in regard to those educational issues affecting the LEA as a whole. While LEA staff and PAC members were able to think of groups that could be of assistance, especially school-related groups, actual contacts, initiated either by the groups or by the PAC, were minimal. Those contacts that existed were, by and large, only tangentially related to the Title I program and/or the PAC's regulatory purposes.

Because the reported relationships were so limited, it is difficult to address their import for the theoretical framework set forth in Chapter II. It might be noted that the disruptive aspects of PAC relationships with other organizations did not appear in the data. The PAC seemed to be utilizing the connections with other groups in a cooperative and resourceful way, but the number of cases illustrating relationships was so small as to preclude conclusions about the role of external organizations, if they interacted on a more frequent and intense level.

Effects of Respondent Level and Position

Effects of Respondent Level. As usual, there were differences in response according to whether the respondent was associated with the district level or school level:

(1) Not surprisingly, district-level respondents seemed more aware of involvement by community groups in educational issues arising during the preceding year. Approximately 80 percent of the district-level respondents able to say whether there had been involvement replied in the affirmative. Two-thirds of the school-level respondents so answered.

(2) Also not surprisingly, the number of kinds of organizations individuals believed the PAC could call on for assistance varied between the two levels. Including responses that there were no organizations to be called on, the average number specified by school-level respondents was 1.6, whereas the average number at the district level was 2.2. The range and kind of organizations specified, however, did not differ significantly between the two levels.

(3) The amount of contact between the PAC and community groups and organizations also varied by level. As would be expected, the contact was greater at the district level than at the school level. Asked if community groups had contacted the PAC about a Title I-related matter, 17 (21.8 percent of the 78 answering the question and associated with the District PAC) replied in the affirmative. Only five (7.7 percent) of the 65 individuals responding at the school level so responded. The same pattern held for whether the PAC had contacted community groups about a Title I issue. Fourteen district-level affiliates (17.7 percent of the 79 responding) said the PAC had done so. Only two (3.1 percent of the 64 responding) at the school level so answered.

Effects of Respondent Position. As for other factors, there were differences between LEA staff and PAC affiliates in their responses concerning external constituency:

(1) As one might expect, LEA staff were more aware of community group involvement in educational issues than were PAC affiliates. Seventy-two LEA staff (84.7 percent of the 85 responding) said there had been community group involvement; only 35 PAC affiliates (60.3 percent of the 58 responding) said there had been such involvement.

(2) The average number of kinds of organizations respondents believed could be called on for assistance differed slightly between PAC affiliates and LEA staff. Including answers that there was no organizations, the number averaged 1.8 for PAC respondents and 2.0 for LEA staff. The types of organizations and range did not differ significantly between the two kinds of respondents, however.

(3) PAC affiliates were less likely to report contacts with other community groups and organizations about Title I-related matters. The percentage of LEA staff saying that community groups had contacted the PAC was 18.4; the percentage for PAC respondents was 11.9. The percentage of LEA staff who reported that the PAC had contacted other groups and organizations about an issue pertaining to Title I was 15.8 percent; the percentage for PAC affiliates was only 6.0.

Effects of External Constituency on PAC Recruitment, Activities, and Impact

It was stated in Chapter II that external organizations could have varying effects on PAC recruitment, activities, and impact. Thus, a direction of relationship could not be hypothesized.

The relationship was explored to some extent with CPI's data, however. Only one variable could be used--the average number of kinds of organizations respondents believed the PAC could call on for assistance if it needed it. Although actual contacts, described in the above subsections, were minimal, it was believed this variable would give some reflection of the size of the role community organizations could play, at least in the minds of those interviewed.

The average number of organizations specified by respondents was calculated for each district and Pearson's correlation coefficients were calculated between the variable and those having to do with recruitment, activities, and impact (measures for which were described in preceding subsections). Tables 50, 51, and 52 list the correlations and provide the correlation coefficients and levels of significance for each one.

Table 50 contains correlations between external constituency and recruitment variables. Although the percentage of the general PAC membership that was elected and the percentage of PAC respondents reporting they were elected increased with the number of kinds of organizations specified, and while the percentage of PAC respondents and general membership reported to be self-selected decreased as the number of kinds of organizations specified increased, the associations were not strong. There were no significant correlations between number of kinds of organizations and recruitment variables related to appointment. The correlations, in fact, went in opposite directions.

It is possible that the availability of other organizations to assist the PAC does not affect recruitment. Or it is possible that greater actual contact between the PAC and other organizations is required before the influence of those organizations on recruitment is felt.

In Table 51 are listed correlations between external constituency and PAC activities. Unlike was the case for recruitment, associations between the two kinds of variables were fairly strong, two of them being significant. The two that were significant were the direct associations between (1) the number of hours spent by PAC affiliates on Title I PAC activities and the number of kinds of organizations the PAC could call on and (2) the average total number of activities performed and the number of kinds of organizations. A non-significant, but fairly strong, direct association was found between the number of kinds of organizations and the likelihood of meetings with secondary parties. And a non-significant, but fairly strong, negative association was found between the number of kinds of organizations and the average percentage of turnover. The greater the number of kinds of organizations, the less the turnover.

Table 52 contains correlations between external constituency and impact. There was only one significant association--one between the average number of kinds of organizations that could be called on for assistance and the average amount of influence of School-Level PACs. The lack of association between the number of kinds of organizations and amount of influence of the District PAC or District PAC/School-Level PACs combined is probably owing to the lesser amount of variation in estimations of influence for those two variables. Put another way, the more generally aware respondents were of organizations in the community that could be of assistance, the greater the average estimated amount of influence of the School-Level PACs. In terms of results of meetings with secondary parties, there were some associations (e.g., a lesser amount of "no result" and "information-sharing" responses and a greater amount of "action" responses as the number of kinds of organizations specified increased), but they were not significant ones.

It would appear then that if the effects of an external constituency are felt, they are most likely to be felt at the action stage, i.e., whether or not action is taken. Beyond that, the actions themselves determine the results and impact of the PAC, with the external constituency playing less role in outcomes.

SEA Support for PACs

It was hypothesized that state education department support for PACs would have an effect on local PACs' responsibilities, activities, recruitment, and impact. It was expected that the greater support SEA's effects would be reflected in local PACs' having greater responsibilities, greater activity, more public means of recruiting members (e.g., election) and greater impact than those in the average or lesser support states. In turn, it was expected that the average support state's local PACs would have greater responsibilities, etc. than the lesser support state's.

Such was not the case in CPI's study. Cross-tabulations between SEA and the items having to do with responsibilities, activities, recruitment, and impact yielded very few consistent patterns and what few there were might have been spurious correlations.

This finding might have several implications. First, it might indicate that SEAs have very little influence on the operations of PACs at the local level, a conclusion consistent with the assertions of NIE discussed in Chapter II. Second, it might be the result of the research design. That is, the selection of LEAs within each state was conducted so that there would be similar variations among them--greater, average, and lesser support LEAs. Even though the greater support state ultimately did not have a lesser support LEA within it that was studied by CPI, the general uniformity in types of LEAs studied may have confounded any effects by SEAs. A study of a random sample of LEAs in each state might have enabled the more meaningful and reliable study of variations according to SEA practice and orientation.

Third, the educational structure may have moderated any SEA effects. Put another way, there may be numerous organizational levels between the state Title I office and the local PAC. As orientations of state personnel are communicated down through the organizational levels, the message may be "diluted," such that their effects are felt at the local PAC only indirectly.

CPI asked respondents only a few questions about the role of the SEA in local PAC affairs. This was because it was expected that direct communications with the local PAC would be fairly infrequent.

One of the questions about the SEA had to do with any direct meetings its staff had had with the PAC, either at the district or school level. The findings regarding these meetings have already been discussed in the sections on PAC activities and impact and do not bear reiteration here.

There were three other areas addressed in the questions--the provision of funds, the dissemination of materials, and the provision of training.

Of the 108 individuals who were to be asked whether or not the PAC received funds from the state education department,[55] only three replied in the affirmative. This is not surprising given funds would not normally, if ever, come directly from the state department to the PAC, by-passing the LEA structure. But CPI was interested in knowing whether respondents felt the hand of the state in this area of PAC operations; only a very small minority did.

The dissemination of materials might be subject to the same process, with documents typically being sent to the LEA for distribution to the PACs, but here it was possible that the state could take a more direct role and that respondents would have more cognition of state action. Indeed, this was the case, with 32 (28.6 percent) of the 112 individuals who were to be asked the question stating that the state education agency had provided PAC members with written materials. (Individuals in the greater support state reported receiving materials from the SEA with greater frequency than in the other two states, but the expected pattern did not emerge in the other two states. That is, respondents in the lesser support state reported receiving materials from the state a little more frequently than those in the average support state. Percentages of respondents reporting receiving such materials by level of SEA support were as follows: greater support, 36.7 percent; average support, 27.0 percent; and lesser support, 28.9 percent.)

Whether or not the SEA was reported to send materials varied both by respondent level and position. Individuals at the district level were more likely to report receiving materials than those at the school level (46.3 as opposed to 20.3 percent). PAC respondents were a little more likely to say the PAC received materials from the state than LEA staff (32.3 as opposed to 27.5 percent).

The materials reported by respondents to be disseminated to PACs by their respective SEAs were of a number of different kinds, as shown in Table 53. Almost a quarter of the 32 individuals reporting that the state sent materials to PACs said the materials came in the form of memoes and correspondence related to Title I. Five said that the state sent copies of federal Title I regulations and guidelines, and four said state Title I regulations and guidelines were sent. Six reported that a state-developed handbook for PACs was sent. These were the items cited most frequently by respondents. The number of individuals citing each kind of written information was too small to allow analysis by position and level of respondent.

The last area addressed in interviews that pertained to SEA support had to do with training of PAC members. Only six of the 69 individuals who reported that PAC members received training or technical assistance said that such training was provided by state personnel.[56] It should be noted that this number might have been greater if some of the individuals making presentations at workshops had been identified by respondents as being affiliated with the SEA. The affiliations of presenters were not always remembered by respondents.

In any event, the above paragraphs show that the SEA did not appear to play a great role in the operations of PACs at the local level. Their greatest input, at least as indicated by interviews, was in the provision of written material to PAC members. But the kinds of materials cited by any one respondent usually numbered no more than one or two and never more than three. Given that only a little less than a third of the respondents asked about the state's distribution of written materials said that the state did so and given the small number of areas with which the materials dealt, it was not feasible to correlate the provision of materials by the state with other variables. It seemed, given the data on these and other support-related variables, that the focus of analysis should be on LEA support, rather than SEA support. It is to LEA support for PACs and its impact on PAC operations that the discussion now turns.

LEA Support for PACs

The school districts participating in CPI's study were selected based on responses to interviews with Title I Coordinators about various aspects of their PACs. The interviews were initially conducted in late 1976 and updated by CPI as possible in the fall of 1977. Most questions were directed toward ascertaining information about the District PAC. Based on these interviews and other factors described in Chapter II, the LEAs were classified into three categories of support and chosen. The categories included greater, average, and lesser support for the PAC.

LEA support, as measured through the method described above in adumbrated form, was hypothesized to affect four factors: (1) PAC recruitment, (2) PAC management responsibilities, (3) PAC activities, and (4) PAC impact. Below are detailed findings about the associations. Following these findings will be a subsection on the strength of the associations. Then, there will be subsections on the particular variables forming the basis for initial calculation of LEA support.

One notation is required before the presentation of the analysis. As will be stated periodically below, the LEAs classified as having greater support for PACs were all large. Although support did not covary consistently with size among all eight LEAs, the relationships described below may reflect the impact of LEA size on PAC operations as well as the impact of LEA support. Larger LEAs may have been able to expend more resources (in time and dollars) on PAC-related matters and may have had a larger pool of active parents and other individuals from which PAC members could be drawn.

Effects of LEA Support on PAC Recruitment

Two questions pertaining to PAC recruitment were analyzed for the effects of LEA support. One question concerned whether or not PAC members were elected, appointed, or self-selected. Table 54 shows there was not a consistent relationship between LEA support and PAC recruitment. It shows that in lesser support districts, PAC members were more likely to be self-selected than in districts of average or greater support. The appointment of members was more likely to occur in an average support district than in a greater or lesser support district.

One might have hypothesized that elections would be more likely to occur in greater support districts than in the other two kinds of districts. Table 54 shows this was not the case, at least on a general level, in the eight districts studied by CPI. Respondents in average support districts were more likely to report that their members were elected than those in the other two kinds of LEAs.

The other question pertaining to recruitment and analyzed for its relation to LEA support concerned the method used to recruit PAC respondents, who in CPI's study included District PAC Chairpersons, the most active District PAC Members, and School-Level Chairpersons. Again, as Table 55 demonstrates, the relationship between level of support and recruitment was generally not a direct one, except in one area. That is, the less the support for PACs, the greater the percentage of respondents who said they volunteered for their positions. The relationship between election and appointment and LEA support was curvilinear, with the number of respondents reporting themselves to be elected being greatest and the number of respondents reporting themselves to be appointed being smallest in average support districts.

Effects of LEA Support on PAC Management Responsibilities

The level of support provided by LEAs for PACs was found to have the following relationships with PAC management responsibilities:

(1) The greater the level of support, the greater the likelihood that PACs would be reported to have by-laws. The gap was particularly great between the lesser support LEAs and the average and greater support ones. Only 4.8 percent of the respondents in lesser support LEAs reported the existence of by-laws, whereas 31.4 and 34.8 percent, respectively, so reported in the average and greater support LEAs. The negative answers in the average and greater support LEAs were largely obtained from individuals associated with School-Level PACs. Looking at District PACs only, only those in lesser support LEAs did not have and/or provide copies of by-laws. Implicitly, the structure for PAC operations was more formalized in the average and greater support LEAs at least as regarded District PACs.

(2) Lesser support LEAs were most likely to have indeterminate/indefinite or one-year terms only (see Table 56). While the other two kinds of LEA also had significant percentages of responses in these two categories regarding term of membership, they also had responses indicating longer terms, e.g., two years or for as long as one's child was in Title I. Thus, individuals in the average and greater support LEAs had a greater chance of internalizing the role of the PAC than those in lesser support LEAs.

(3) In the conceptualization of PAC objectives or responsibilities, contrary to expectation, there were inconsistent patterns of response. There were inverse relationships between level of support and the likelihood of mentioning some kinds of responsibilities; that is, the greater the support, the less the likelihood of mentioning them. Such responsibilities included: (1) providing input regarding the program (general) and (2) visiting classrooms and observing the program in action. District relationships were found regarding some of the responsibilities (i.e., the greater the level of support, the greater the likelihood of mentioning the responsibility). Such responsibilities included (1) becoming informed about Title I regulations and what the program is supposed to do, (2) serving as a mechanism for involving parents, (3) monitoring the program to assure that the program is doing what it is supposed to do, and (4) serving as a link between the school/school system and the community/parents/children. There were curvilinear relationships between level of support and a number of the responsibilities. Clearly, there were no consistent patterns, and this fact is illustrated by data on responsibilities after they were classified as to whether they implied "direct input" or "less direct input" into the program in advisory capacities. Lesser support LEAs' respondents were almost as likely to state "direct input" conceptions of PAC responsibilities as greater support LEAs' respondents. Respondents in average support LEAs were considerably less likely than those in the other two kinds of LEAs to state "direct input" conceptions. The percentages of direct input and less direct input conceptions may be listed as follows: greater support LEAs--65.4 percent, direct input, 34.6 percent, less direct input; average support LEAs--49.1 percent, direct input, 50.9 percent, less direct input; and lesser support LEAs, 65.9 percent, direct input, and 34.1 percent, less direct input. The relation of LEA support to respon-

sibilities and the relation of support to activities (described in the preceding section) are not similar. Put another way, respondents might express a greater proportion of "direct input" conceptions of the PAC's responsibilities, yet the PAC might not act accordingly. Or, they might express "less indirect input" conceptions, yet perform a number of actions that would constitute the fulfillment of an advisory function. The reasons for this outcome will be explicated below.

(4) Regarding logistical matters, e.g., setting the time, place, day, and agenda for meetings and keeping minutes of meetings, the differences between the levels of support and the assignment of responsibilities could be delineated in some detail, but a more general description will suffice. Summing the responses across the various logistical aspects, one finds that 32.9 percent of the responses in greater support LEAs indicated the PAC having sole responsibility; 38.0 percent, LEA staff having sole responsibility; and 29.1 percent, responsibility shared between LEA staff and PAC participants. In average support LEAs, the percentages were as follows: 15.2 percent, PAC having sole responsibility; 32.6 percent, LEA staff having sole responsibility; and 52.3 percent, responsibility shared between LEA staff and PAC participants. In lesser support LEAs, 10.5 percent of the responses indicated the PAC as having sole responsibility; 47.4 percent, LEA staff's having sole responsibility; and 42.1 percent, responsibility shared between LEA staff and PAC participants. These figures imply that sole responsibility on the part of the PAC decreases with level of support. The assumption of sole responsibility by LEA staff was most likely in lesser support LEAs. In greater support LEAs, the sharing of the responsibility or the PAC's having sole responsibility had greater likelihood. In short, the PAC had greater autonomy and control over its own operations in greater and average support LEAs.

Effects of LEA Support on PAC Activities

The level of support for PACs was found to have the following relationship to PAC activities:

(1) Greater support districts were more likely to have both regularly scheduled meetings and meetings on specific topics than either average or lesser support LEAs (Table 57). The greatest number of responses in average support districts was on the holding of regularly scheduled meetings; there were not many responses indicating that both regularly scheduled meetings and meetings on specific topics were held. Respondents in the lesser support LEAs were the most likely to report that only meetings on specific topics were held. They were the least likely to report that regularly scheduled meetings or both regularly scheduled meetings and meetings on specific topics were held. Average support districts' PACs met slightly less frequently than those in greater support districts (Table 58). Lesser support districts' PACs were likely to meet even less frequently than those in greater or average support districts.[57]

(2) There was a curvilinear relationship between level of LEA support and the likelihood of holding more frequent meetings at some times of the year than average. As Table 59 shows, however, the PACs in lesser support LEAs were much less likely than those in greater or average support LEAs to hold such special meetings. The times of the year when the special meetings were held were strongly related to the reasons for the meetings (Table 60). All three kinds of LEAs having special meetings placed an emphasis on planning as related to the Title I application. Responses having to do with workshops and orientation to Title I and/or the PAC were likely to increase as the level of support decreased. Committee or executive board meetings cited as the reason for more frequent meetings occurred only in greater and average support LEAs.

(3) The average number of people attending regular PAC meetings decreased across levels of support for PACs. The average number attending was 21.1 for greater support LEAs; 13.8 for average; and 9.7 for lesser. The number may, of course, be associated to some extent with the size of the LEAs; the reader will recall, for instance, that all of the greater support LEAs were classified as large. There was a curvilinear relationship between support and percentage of those attending who were Title I parents. The average percentage in average support LEAs was less (77.9 percent) than those in greater or lesser support LEAs (88.1 and 81.6 percent, respectively).

(4) There were no great differences between levels of LEA support regarding the place of Title I meetings. Greater support LEAs were more likely to hold their meetings in the morning or afternoon, whereas average support LEAs were more likely to hold their meetings in the afternoon or evening, and the lesser support LEAs were almost equally as likely to hold their meetings in the morning, afternoon, or evening.

(5) Whether or not minutes were kept of PAC meetings varied directly, though not greatly, with the level of LEA support for PACs. In the greater support LEAs, 83.0 percent of the respondents said minutes were kept; in average support LEAs, 80.6 percent; and in lesser support LEAs, 77.3 percent.[58] Respondents affiliated with the district level were asked whether or not they received minutes. The number reporting they received minutes increased with the level of LEA support for PACs--91.7 percent in greater support LEAs, 76.5 percent in average support LEAs, and 50.0 percent in lesser support LEAs. These data might have been paralleled by data on whether or not PAC members received minutes if the latter question had been addressed to district-level respondents only. But both school-level and district-level respondents were asked whether PAC members received minutes. As Table 61 shows, the pattern of distribution by LEA support was not consistent. In lesser support LEAs, PAC members were reported either to receive copies in written form or be able to read them if they wanted. Seldom was it reported that the minutes were read at meetings or that PAC members did not receive the minutes in any form or fashion at all. In average support LEAs, the PACs were almost equally as likely to receive copies,

hear them read at meetings, or have them available for perusal. In greater support LEAs, there was more distribution of copies or reading of the minutes at meetings than there was simply having the minutes available for perusal. But there were also a couple of more people saying that PAC members did not receive copies of minutes.

(6) As Table 62 shows, there were few consistent relationships between level of support and kinds of activities noted by respondents. In greater support LEAs, the most frequently cited activities were observation of classroom activities, advising the LEA or principal about children's needs in regard to Title I, and review of the Title I application. The most frequently cited activities in average support LEAs were classroom observation, advice about children's needs, and participation in field trips. In lesser support LEAs, the most frequently cited activities were review of the Title I program budget, review of the Title I application and observation of classroom activities, and review of Title I program evaluation results. There were consistent direct correlations between LEA support and (1) advising the Title I office or principal on who is hired for the Title I program, (2) participation as an aide in a Title I classroom, (3) organization of training seminars for parents who are not part of the PAC, (4) investigation of grievances of parents and presentation of findings and recommendations to district/school personnel, and (5) working with teachers to define students' learning goals. But these were the only activities on the list where there was a consistent relationship in terms of percentage of respondents and percentages of all responses to the question. If there was a difference according to the amount of LEA support for PACs, it was in terms of the overall number of activities cited as being performed by the PAC. In greater support LEAs, the average number of activities cited by respondents was 15.7. In average and lesser support LEAs, the averages were 15.0 and 11.2, respectively.

(7) There was a curvilinear relationship between level of LEA support and the statement that there were activities in which the PAC was not involved that it should be. The respondents in greater and lesser support LEAs were more likely to say that there were such activities than respondents in average support LEAs. There was no association between the particular activities cited and LEA support. This is partially because there were so few activities noted by the individuals responding. Individuals in greater support LEAs noted an average of 2.3 additional activities, whereas those in average and lesser support LEAs noted an average of 1.8 and 3.3 additional activities, respectively. While there was, thus, not association between LEA support and the number of additional activities noted, there was some association between support and the reasons given for non-involvement. In greater support districts, the people who believed there should be additional activities were more likely to say that non-involvement was owing to the difficulty of activating parents to participate, the fact that parents were too busy or did not have enough time, or lack of organization

within the PAC. Respondents in average and lesser support LEAs who felt the PAC should be performing additional activities were more likely to say that non-involvement was owing to the PAC members' or LEA staff's not having thought about doing the activity before.

(8) In the section on PAC activities, it was noted that all district-level respondents in all three kinds of LEAs stated that the Title I Coordinator had attended PAC meetings and done so routinely. As to whether the Coordinator had brought a Title I matter to the District PAC's attention during PAC meetings, there was some variation with 81.0 percent of the greater support LEAs' respondents saying that the Coordinator had done so, 78.6 percent of the average support LEAs' respondents so affirming, and only 55.6 percent of the lesser support LEAs' respondents so answering. The content of the Coordinator-initiated discussions varied to some extent by level of support. Starting with the purpose receiving the greatest emphasis among respondents, the purposes in the greater support LEAs were (1) information sharing, (2) discussion of staffing issues, and (3) discussion of budgetary issues and planning of PAC activities (e.g., workshops). In average support LEAs, the purposes were most often (1) instructional aspects of the program and (2) staffing. In lesser support LEAs, they were most often (1) instructional aspects, (2) parent involvement issues, and (3) information sharing. If the PAC initiated iscussions with the Title I Coordinator about Title I issues, it was likely to be so reported as the level of LEA support for PACs increased. The percentage of respondents saying that the PAC had initiated discussions was 80.0 in greater support LEAs, 71.4 in average support LEAs and 33.3 in lesser support LEAs. The kinds of variations and focus of attention in PAC-initiated discussions were basically the same as existed for Coordinator-initiated discussions. Regarding special meetings between the PAC and Coordinator outside of regular PAC meetings, there was again a direct relationship between level of support and the likelihood of reporting that the interactions had occurred, with the gap being particularly great between the greater and average support LEAs on the one hand and the lesser support LEAs on the other. The percentage of respondents stating that special meetings had been held was 55.0 in greater support LEAs, 50.0 in average support, and 12.5 in lesser support. The number of responses regarding the contents of the meetings was really too small to analyze by variation in LEA support. It might be noted, however, that a greater range of purposes for the meetings was provided as the level of LEA support increased; information-sharing purposes were listed with increasing frequency as the level of support decreased.

(9) The percentage of respondents stating that the Title I Principals had attended meetings of the School-Level PACs increased with the level of support though the variation was not great (96.9 percent responded affirmatively in greater support LEAs; 95.5 percent in average support; and 85.7 percent in lesser support). There was virtually no difference between greater and average support LEAs in whether or not the Principals routinely attended: in both kinds

of LEAs, 90.5 or 90.6 percent of the respondents so stated. In lesser support LEAs, however, only 71.4 percent of the respondents said there was routine attendance, with another 28.6 percent saying the Principal "sticks his/her head in the door to say "hello" or "pops in and out." Of course, in the lesser support LEAs, none of the respondents said openly that the Principal did not routinely attend, whereas in greater and average support LEAs, 9.4 or 9.5 percent of the individuals so stated. Whether or not the Principal had brought a Title I-related matter to the attention of the PAC during PAC meetings bore a curvilinear association with level of support, with the average support LEAs' respondents reporting such occurrences to a greater extent than greater or lesser support LEAs' respondents. If discussions were initiated by the Principal, in greater support LEAs, they most frequently involved information sharing or problems in parent involvement; in average support LEAs, the instructional program or parent involvement; in lesser support LEAs, information sharing. The likelihood that the School-Level PAC would initiate discussions with the Title I Principals varied directly with the level of support. The percentage of affirmative statements was 43.8 in greater support LEAs, 33.3 in average support LEAs, and 14.3 in lesser support LEAs. In greater support LEAs, however, the purpose of the discussion was most often for the PAC to gain information about some unspecified matter, whereas in average LEAs, it was to discuss some instructional aspect of the program, and in lesser support LEAs, it was either to gain information or discuss instructional aspects. For the few times when meetings were held between the School-Level PAC and Title I Principal outside of regular meetings, the occurrence of the meetings varied inversely with level of support, with lesser support LEAs' respondents being more likely to report such meetings than average or greater support LEAs' respondents. There were so few responses concerning the kinds of discussions that were held that the relationship between level of support and discussion content cannot be specified.

(10) The reporting of meetings between the District or School-Level PACs and non-primary individuals or groups did not bear a consistent relationship with level of support. Reports of meetings between the PACs and the School Board, Superintendent, Central Office/Title I Staff, and School-Level PACs increased with the level of support. However, there were curvilinear relationships with two kinds of interactions. In regard to meetings between the District PAC and Title I Principals, individuals in average support LEAs reported such meetings with less frequency than did those in greater or lesser support LEAs. In regard to meetings between the School-Level PACs and Title I Coordinator, average support LEAs' respondents reported such meetings with greater frequency than greater or lesser support LEAs' respondents. Reporting of meetings between the SEA or State PAC and PACs was about the same in greater and average support LEAs, but substantially less in lesser support LEAs. And, regarding meetings between the District PAC and School-Level PACs, there was virtually no difference across levels of support. Bearing the lack of consistent relationship in mind, it might be said, nevertheless, on a general level that there was a direct relationship

between level of support and the holding of discussions or meetings with non-primary individuals or groups. In greater support LEAs, respondents reported such meetings 35.5 percent of the time; in average support, 32.3 percent; and in lesser support, 21.4 percent.

(11) Not only were meetings less frequent for the PACs with less support, but also, it follows that the opportunities for input in decision-making was decreased in such PACs. The percentage of responses regarding content of meetings with non-primary individuals and groups and having to do with information sharing was 40.3 in greater support LEAs; 56.6 in average support LEAs, and 61.8 in lesser support LEAs. The percentage of responses having to do with workshops, sponsored either by the PAC or LEA, or visits between PACs was 8.3 in greater support LEAs, 4.8 in average support LEAs, and 8.8 in lesser support LEAs. This left the percentage of responses indicating there might have been PAC input or at least the opportunity for it at 51.4 in greater support LEAs, 38.6 in average support LEAs, 29.4 in lesser support LEAs.

(12) Although the correlation of LEA support with PAC affiliates' predispositions toward change in one or more aspects of the Title I program was not called for by the theoretical framework underlying the study, it is necessary to understand that there was some variation in the predispositions in order to understand actions taken to bring about the desired change. An analysis of the predispositions shows that the desire for change in one or more areas increased with the level of support for PACs. The percentage of PAC respondents wanting change was 85.3 in greater support LEAs, 62.2 in average support, and 42.9 in lesser support. The likelihood of having done anything besides discuss the matter at PAC meetings increased with the level of support, with the gap being greatest between the greater and average support LEAs on the one hand and the lesser support LEAs on the other. The percentage of responses indicating that the PAC had asked the administration for change, met with the administration, school board, et al. was 51.3 in greater support LEAs, 45.2 in average support LEAs, and 16.7 in lesser support LEAs.

(13) The fact that there are so many direct associations between the amount of activity and the level of LEA support for PACs may be associated with the amount of time spent by individuals in the three kinds of LEAs on activities associated with the Title I PACs. In greater support LEAs, respondents reported spending an average of 19.7 hours per month; in average support LEAs, an average of 7.8 hours; and in lesser support LEAs, an average of 3.0 hours.[59]

(14) There was a direct association between level of support and the likelihood of talking with other PAC members outside of PAC meetings about Title I matters. According to PAC respondents in greater support LEAs, the average number of times per month that such interactions occurred, omitting the 20.0 percent who said the number

was so great they couldn't estimate it, was 9.9. In average support LEAs, the average number was 9.2, and in lesser support LEAs, 3.1. The difference between average and greater support LEAs might have been much greater if all of the respondents in the greater support LEAs had been able to provide an estimate. The content of the discussions did not differ across kinds of LEAs.[60]

(15) The reporting of turnover varied directly with the level of support; the greater the amount of support, the more respondents said that one or more people had quit. The average percentage of membership quitting the PAC was 12.5 percent in greater support LEAs, 9.4 percent in average, and 6.9 percent in lesser. It should be noted, however, that looking only at the percentage specified by individuals saying that one or more people had quit, the percentage decreased the higher the level of support. The average percentage was 29.9 for greater support LEAs' respondents, 30.6 for average support, and 37.0 for lesser support. These data would indicate that while, overall, turnover is greater the more support the LEA offers, on an individual PAC level it is greater the less the support the LEA offers. Put another way, there were fewer instances of people dropping out of PACs in lesser support LEAs,[61] but once the dropping started, it occurred at a reportedly greater rate than occurred in average and greater support LEAs. There were no important differences between kinds of LEAs and the reasons PAC members stopped coming.

Effects of LEA Support on PAC Impact

The impact of the PACs was affected by the amount of LEA support for PACs. The findings may be listed as follows:

(1) There were no consistent associations between level of support and results of meetings between the Title I Coordinator and District PAC or between Title I Principals and School-Level PACs. This finding may have been related to differences between the kinds of LEAs in their having issues arise and be discussed in the first place (see next subsection for discussion). There was an inverse relationship between level of support and the likelihood that results of meetings with secondary parties (SEA, State PAC, et al.) would be of an information-sharing nature. The percentage of information-sharing responses was 48.5 in greater support LEAs, 65.8 in average support LEAs, and 75.7 in lesser support LEAs. If action were called for regarding a specific issue, the likelihood of its being taken bore a curvilinear relationship with support. The percentage of responses indicating action was taken as a result of discussions was 85.7 in greater support LEAs, 81.5 in average support, and 87.5 in lesser support. Of course, the small number of responses in lesser support LEAs about actions taken where actions were called for precludes drawing any real conclusion from these findings.

(2) Table 63 shows that in estimations of the amount of influence possessed by District and School-Level PACs, there was a general association with level of support. With a few exceptions, the greater the amount of support, the greater the estimated influence.

The relationship with level of support did not occur for the estimation of influence possessed by other groups and individuals (i.e., the Title I Coordinator, Title I Principals, Superintendent, and School Board). This was to be expected given that the districts were chosen on the basis of their support for PACs and not according to the influence of various entities.

Strength of Association Between LEA Support and PAC Recruitment, Responsibilities, Activities, and Impact

The preceding subsections provide detail on the effects of support on PAC recruitment, responsibilities, activities, and impact. The next question that should emerge is, "What is the strength of association between LEA support and the four dependent factors?"

To measure the association, CPI gave each kind of LEA a value--three for greater support, two for average support, and one for lesser support. Because of these ranking methods, the calculation of Pearson's correlation coefficients was not appropriate. The values would not result in a continuous range. Further, the amount of "distance" between the values was not assumed to be equal. Thus, Spearman's rank-order correlation coefficients were used; these have a mathematical relationship of .94 with Pearson's correlation coefficients.[62] Tables 64 through 67 contain the correlations between LEA support and the other variables with which it was thought to be associated. (Measures for these variables were described in earlier sections of this chapter.)

Table 64 reveals the strength of association between LEA support and recruitment procedures. As might have been expected given the detailed discussion above of the relationship, there were no significant relationships between support and methods of recruitment.

Table 65 contains correlations for the relationship between LEA support and PAC responsibilities. Two significant associations were found. The greater the LEA support for PACs, the greater the average percentage of respondents saying there were PAC by-laws. As well, the greater the support, the greater the percentage of respondents indicating the term of membership to be longer than one year. Average amount of PAC control varied directly with LEA support, but not quite sufficiently to make the association significant. The responsibility variable least associated with LEA support was the average percentage of responses concerning PAC objectives that called for direct input into the program by the PAC. This lack of association is just as puzzling as it was for interpretation of the relationship between the percentage of "direct input" objectives and PAC activities and impact. The reasons may be basically the same as were listed in discussions of those relationships (or lack thereof).

In Table 66 are listed the correlations between LEA support and PAC activities. Here, significant correlations were more evident. While the table shows that LEA support did not have a significant effect on the average total number of activities specified as being performed by the PAC, it did have such a significant effect on the other activity variables. The greater the LEA support, the greater the average percentage of PAC turnover; as indicated previously, this may be owing to the fact that the greater support LEAs had larger PACs and were located mainly in urban areas, increasing the likelihood that people would drop out. The other two activity variables with which there were significant associations with LEA support were the average percentage of responses indicating meetings with secondary parties were held (the greater the support, the greater the number of responses indicating such meetings were held) and average amount of time spent by PAC members on PAC activities (the greater the amount of support, the greater the average number of hours devoted by PAC affiliates to PAC activities).

The last two significant associations provide insight into the general relationship between support and PAC activities. Put succinctly, the greater the LEA support for PACs, the greater the intensity of involvement of the PAC. The lesser support LEA's PAC affiliates, for instance, may have engaged in just as many activities as those in greater support LEAs. But the amount of time and extent of interaction was likely to be greater in the performance of those activities the more support was offered by the LEA.

Table 67 contains a listing of the correlations between support and PAC impact. As has occurred for relationships between other variables and results of meetings with secondary parties, there were no significant associations between support and kinds of outcomes emerging from the meetings. Apparently, results were more related to the particular events and interactions occurring within the meetings than they were with outside factors such as LEA support. The significant correlations between LEA support and impact occurred for variables pertaining to the average estimated amount of influence of the District PAC, School-Level PACs, or District and School-Level PACs combined. The greater the amount of support, the greater the estimated influence of the different PACs and PACs combined.

Why were there not more correlations between LEA support and PAC recruitment, responsibilities, activities, and impact? Some of the reasons have been provided above. But there may be other reasons having interactive effects on one another. They would include:

(1) While the Title I Coordinator's input was the main basis for the selection of the LEAs for participation in the study, during the site visits information was obtained from other individuals who had different banks of knowledge and perspectives. These banks may have resulted in different information than if just the Title I Coordinator's input were used for analysis; in turn, the strong correlations expected would not have emerged.

(2) While interviews used to select and categorize LEAs were directed mainly at District PACs, CPI studied both District and School-Level PACs, and the role of the latter is reflected in correlation coefficients and cross-tabulations throughout this chapter. We have seen numerous times that conditions at the school level differed markedly from those at the district level. Just because a District PAC was very active and effectual did not mean that School-Level PACs would be, too. The inclusion of School-Level PACs in the analysis might have reduced the strength of many of the correlations between factors described above.

(3) The time frame for interview was different. It will be recalled from a reading of Chapter II that the amount of training, the amount of dissemination of written materials to PAC members, the assignment of a Title I staff member other than the Title I Coordinator to coordinate PAC activities, and the provision of funds for particular PAC activities were used to develop the overall categories of LEA support. Conditions in these areas may have changed markedly over the time period between the interview of the Title I Coordinator to determine the LEA's support for PACs and the site visit to the LEA to collect the data summarized in this chapter. (For instance, at least two LEAs stopped assigning staff other than the Title I Coordinator to coordinate PAC operations.) In turn, correlation by the original classification of the LEAs may not have yielded significant results.

For the last reason listed above, CPI will now describe the findings obtained during site visits for the variables initially used to select the LEAs for study. During interviews, questions were asked about the provision and receipt of training, the provision and receipt of written materials, and the provision and receipt of funds for the operation of the PAC.

Training, Written Materials, and Funding of PAC Operations

Training. Asked if PAC affiliates had received training or technical assistance for performance of their PAC duties, 67 (59.8 percent) of the 112 individuals asked the question replied affirmatively. PAC Chairpersons were asked if they had received training for being Chairpersons; only seven said they had. Thus, most of the training sessions conducted, which were reported by Title I Coordinators and Title I Principals to have averaged three in number, were directed toward improving the skills of the general PAC membership. PAC affiliates who said training had been provided were asked to specify the number of training sessions they had attended; they specified an average of 5.2. Therefore, the number allegedly provided and the number allegedly received differed between LEA staff and PAC affiliates. The reasons for the difference are varied--e.g., differences in time frames for designating the number, differences in definitions of what constituted a "session," etc. The numbers are provided here, however, simply for the purpose of illustrating that if PAC members received training at all, they received a series of sessions.

Sixty-six of the individuals who said PAC affiliates had been provided with training described the topics of training. Most frequently, the topic was the Title I program in general (noted by 51.5 percent) or how to help children learn at home (34.8 percent). Title I regulations were also frequently noted (31.8 percent) as were leadership techniques (28.8 percent) and the role of PAC members in the Title I program (25.8 percent). From 12.1 percent to 19.7 percent of the respondents listed such topics as introduction of new instructional techniques, general orientation to the philosophy of compensatory education, project planning and design, and how to assist in the classroom. Smaller percentages mentioned the introduction of new instructional material, utilization of instructional equipment and materials, types of learning disabilities, and group problem-solving techniques as topics of training. The number of training topics specified by any one individual was 2.9. Almost always the training was provided by LEA staff, usually not at the request of the PAC. A small percentage of the training efforts were sponsored by the PAC itself. Half of the respondents said the training was for both District and School PACs. Almost 30 percent said they were just for one school's PAC. A little over 10 percent indicated the training was just for the District PAC. And a little less than 10 percent said it was for all School-Level PACs.

One hundred and twelve respondents were to be asked if there were any areas in which the PAC members needed training, but had not received any (excluded from such questioning were the School Board Members, Superintendents, and Central Office/Title I Staff). Answers were obtained from 110; 66 (60 percent) of these indicated that there were one or more areas. Most frequently cited areas for needed training were how to help the child learn at home (noted by 47.0 percent) and leadership techniques (34.8 percent). Other areas listed by 1.5 percent to 13.6 percent included Title I regulations, the role of PACs, how to assist the teacher in the classroom, utilization of other resources in the community, group problem-solving techniques, types of learning disabilities, project planning and design, utilization of supportive services such as counseling, and the Title I program in general.

Provision of Written Materials. Over 80 percent of the 110 individuals answering a question as to whether the district had provided written materials to PAC affiliates said that it had. Most often, the materials were the LEA's current application and the federal guidelines for Title I (so noted by 38.5 and 50.5 percent, respectively). Other materials noted by 19 (20.9 percent) or more individuals included copies of state Title I regulations and guidelines, copies of LEA memoes and correspondence related to Title I, an LEA-developed handbook for PACs, Title I ESEA: How It Works and copies of the preceding year's evaluation results. Smaller percentages marked other kinds of materials. The vast majority of the materials listed by individuals noting them were rated as very helpful or somewhat helpful.

Provision of Funding. All respondents except District PAC Chairpersons and 24 of the Central Office/Title I Staff were asked if the LEA provided funds for PAC operations. Nine of the 108 asked the question said they did not know. Forty-six (46.5 percent) of the remaining 99 said the LEA provided funds. Thirteen (13.1 percent) said funds were indirectly provided through the delivery of refreshments and other in-kind contributions made by the LEA to the PAC. Forty (40.4 percent) said there was neither direct nor indirect funding of PAC operations. The amount of money said to be provided ranged from $25.00 to several thousand (the average amount cannot be specified because of the possible inclusion in the figures of money to pay paraprofessional LEA staff to promoted community involvement). The funds were reported most often to be spent on refreshments, babysitting, travel within the school district, materials/supplies, and out-of-LEA travel and per diem.

Effects of Respondent Level and Position. A long discussion of the differences between school-level and district-level respondents and between LEA staff and PAC affiliates in their responses concerning training, materials, and funding is not necessary to demonstrate that responses concerning their provision differed between levels and positions of respondents. A few statistics will demonstrate the point.

District-level respondents were more likely than those associated with School-Level PACs to say that the PAC had received training, materials, and funding. The percentage of affirmative answers received for each of these areas from district-level respondents were, respectively, 65.9, 95.5, and 78.4.[63] The percentage of affirmative answers from school-level respondents were, respectively and contrastingly, 54.4, 74.2, and 48.4.

LEA staff were more likely to say that PACs received training, materials, and funds than were PAC affiliates. The percentage of affirmative answers received for each of these areas from LEA staff were 71.5, 85.0, and 68.8. The percentage of affirmative answers from PAC affiliates were, respectively and contrastingly, 51.5, 81.4, and 48.6.

CHAPTER IV
FOOTNOTES

1. The categories for this and other open-ended questions were generated through the use of Lazarsfeld and Barton's method for generating natural classes. Cf., Paul F. Lazarsfeld and Allen H. Barton, "Some General Principles of Questionnaire Classification," in Paul F. Lazarsfeld and Morris Rosenberg, eds. The Language of Social Research (New York: Free Press, 1955), esp. 91-93.

2. No other issues received more than a few responses. When no more than one or two issues are noted for a given district, it means that there were no other issues receiving concentrated attention among respondents.

3. Two LEAs, during site visits, provided documents other than the 1977-1978 application. One provided summary information for the 1977-1978 school year. The other provided the 1978-1979 application. In the case of the former, CPI is assuming that the program is basically the same as was proposed. In the case of the latter, CPI is assuming that the 1978-1979 program will not be significantly different from the 1977-1978 program.

4. During OMB clearance process, members of the Education Data Acquisition Council (EDAC) specified that asking such questions of all 32 Central Office and Title I staff was unnecessary and would result in redundancy and an overly great respondent burden. CPI followed the wishes of EDAC in asking the questions only of eight individuals. In selecting the eight, CPI focused on those individuals in the Central Office to whom the Title I Coordinator appeared to be most accountable. In one district, however, a Title I staff member was asked the questions.

5. Of course, the greater the number of components, the greater the likelihood that one or more would not be specified. Put another way, the complexity of the program emphasis might be inversely related to the amount of common understanding.

6. For the purposes of this report, School Board Members will be classified with LEA staff although they are not technically LEA staff.

7. Five others said they did not know, one said there were no School-Level PACs, and the answer of one person was not ascertained.

8. It should be noted that the School Board Members, Superintendents, and eight Central Office/Title I Staff were asked a corresponding question having to do with the number of School-Level PACs. Comparing their responses with information regarding the number of schools participating in Title I, CPI arrived at a percentage of schools having PACs. The percentages varied from 60 to 100 percent for the 20 individuals who stated a number (two said they did not know how many School-Level PACs there were, one said there were no School-Level PACs, and one' answer was not ascertained), with the average percentage being 85.1 percent. These findings perhaps counter the notion of School-Level PACs existing in all schools, but it is also possible that the

respondents did not know the exact number of schools participating in the Title I program. Given the problems with the data on this item, it has been omitted from discussion in the main text of this report.

9. The differences in kinds of changes between LEAs and different categories of respondents were insufficient to merit discussion.

10. CPI asked about interactions between the PAC and community organizations and about interactions between PAC members outside of regular meetings. Inasmuch as the former are not comparable to those between the PAC and individuals and groups forming part of the structure of the educational system, the results of the interactions will not be described here, but rather in the section on external constituency. Interactions between PAC members outside of regular PAC meetings that required action occurred so seldom that discussion of results is not warranted.

11. Effects of respondent level on answers concerning results of efforts to bring about changes desired by the PAC will not be discussed for reasons specified above in the text.

12. Differences between levels of LEA staff on whether School-Level PACs could help could not be determined given that only Title I Principals were asked the question. The responses concerning what methods might be used to bring about change or the reasons why the PAC could not assist were not sufficiently numerous to warrant a comparison by level of LEA staff.

13. Multiple responses were coded, explaining the fact that the percentages add to more than 100.0 percent. It should be noted that five individuals mentioned the regularly scheduled executive board or committee meetings, but inasmuch as these did not constitute meetings of the whole PAC, this "special" meeting time is not described in the text.

14. Some respondents also said that meeting times were set to accommodate to the weather and holidays. Meetings not held during the winter, for example, were made up in the spring.

15. Only three of the 84 respondents asked to state the day of the week on which meetings were held said that the meetings were held on weekends.

16. Two respondents (3.2 percent) said they did not know if PAC members received copies of the minutes.

17. One person said he/she did not know whether minutes were kept.

18. The list omits one item addressed only to respondents at the school level. This item had to do with whether or not School-Level PAC members attended meetings, other than PAC meetings, to plan the compensatory education program in the school. Twenty of the School-Level respondents (29.4 percent) said the School-Level PAC engaged in such activities.

The activity has been omitted from the list because the respondent base is different from that for the other activities.

19. Title I Coordinators, District PAC Chairpersons and Members, Title I Principals, and School-Level PAC Chairpersons were asked additional questions regarding Title I application and evaluation review if they indicated that such activities were conducted. Regarding the Title I application review, they were asked whether the review was conducted prior to the application's submission or afterwards. Respondents who could answer the question numbered only 47 out of 77. While 42 of the 47 said the review was conducted before the application was submitted, the number of "I don't knows" and responses that were not ascertained was so great as to preclude any real conclusions about the timing of review. Regarding the evaluation review, such respondents were to be asked whether the evaluation was for the 1976-1977 school year. Response to this question was a little better than that for the application, but it still had a fairly sizeable number of "I don't know" responses and answers that were not ascertained. Of the 66 individuals who were to be asked about the year to which the evaluation applied, 12 individuals' responses fell in these two categories. Of the remaining 54 respondents, 47 said that the review did pertain to the 1976-1977 school year. Five others said that the evaluation was for the 1977-1978 school year, and two said it was for a year previous to the 1976-1977 school year. CPI staff also attempted to learn how much time had passed between the generation of results and the receipt of information by the PAC. Because of the wording of the question as well as limitations in respondents' memories, very little information was generated, so little in fact as to prevent meaningful discussion.

20. There was one person who said that he/she did not know whether the Title I Coordinator had brought a problem to the PAC's attention during PAC meetings during the 1977-1978 school year.

21. One person did not know whether the PAC had brought a problem or issue to the Title I Coordinator's attention during the 1977-1978 school year.

22. In a few cases, the Title I Principal left the responsibility for relations with the PAC totally to a Title I teacher or other Title I-funded staff member working in the school. CPI did not explore the relations between the PACs and such school-level staff members. It is possible that the Title I Principal and School-Level PAC communicated indirectly through such staff members. Hence, the above data are not to be interpreted as demonstrating that the PAC operated in a complete vacuum at the school level.

23. While many of the District PAC Members were members of School-Level PACs and thus interacted with the District PAC every time that group met, the question was directed toward ascertaining whether the School-Level PAC had brought to the specific attention of the District PAC some matter that was of concern to the School-Level PAC. Thus, affirmative

answers are only found in 25.9 percent of the instances where respondents talked of meetings with the District PAC.

24. Both the district-level interactions with School-Level PACs and interactions between School-Level PACs and other School-Level PACs are reflected in the line of the table, "School-Level PACs."

25. There might have been more interactions noted in Table 26 if all respondents had mentioned "information-sharing" activities. Virtually all of CPI's questions were phrased as follows, "Has the PAC met with X about a Title I related matter?" Even though some people might have known of information-sharing meetings, they might not have mentioned them because they interpreted the question to be asking about decision-making or problem-solving regarding a particular issue.

26. More than two responses regarding the contents of meetings was rare.

27. Implicitly, the discussions differed according to whether the PAC was meeting with SEA Staff or the State PAC. The more specific responses discussed above as well as the general one having to do with the SEA's observation of the LEA's Title I program referred to meetings between the LEA PACs and the SEA. The information sharing responses were, by and large, related to the State PAC/LEA PAC interactions.

28. One person who said "I spend so many hours I can't estimate" was left out, as one person who said simply that he/she did not know how many hours he/she spent.

29. One person's response was not ascertained.

30. Thus, discussion of the contents of meetings for which there were no minutes, presented above, refers to the contents of meetings at the school level only and not to meetings at the district level.

31. Cf., discussion on pp. 91-94 regarding interactions between the District and School-Level PACs and the Title I Coordinator and Title I Principal, respectively.

32. This question was addressed only to respondents who were associated with the district level.

33. Overall, LEA staff spent an average of 51.4 hours per month on Title I in general. District-level LEA staff, who included several full-time Title I staff, spent an average of 69.1 hours; Title I Principals spent an average of 51.4 hours.

34. Six respondents either said they did not know the answer or were not asked the question.

35. One person's response was not ascertained.

36. By number in Table 34, the responsibilities so classified were 1,6,9, 13,14,15,16,18,19, and 20.

37. By number in Table 34, the responsibilities so classified were 2,3,4,5,7,8, 10,11,12, and 17.

38. The "other" category, No. 21 in Table 34, was not classified in the larger categories.

39. See Chapter II's section on management responsibilities for a discussion of influence-optimism and -pessimism.

40. The percentage was calculated against all responses to the question. On the chance that only PAC affiliates' conceptions were relevant, correlation coefficients were calculated against that population's responses alone. The coefficients and significance were basically the same; thus, the original method of calculating the percentage was used.

41. The classification of objectives into "direct input" and "less direct input" may also have affected the correlations. When CPI classified objectives, if there was any question as to which category a statement of objectives belonged, the objective was classified as "direct input." This may have introduced a conservative bias into the analysis.

42. CPI initially had questions that pertained to the PAC as wholes in these areas. During the OMB clearance process, however, EDAC forbade the inclusion of such general questions; the members of that group believed that PAC members and LEA staff interviewed would not be able to provide adequate and/or accurate information on the socioeconomic status, ethnic group affiliation, etc. It was suggested that these questions be addressed only to responding PAC members who could provide the information about themselves. CPI complied with this request.

43. Percentages add to more than 100.0 because members could be classified in more than one category.

44. Percentages do not add to 100.0 percent because of rounding effects and a few inconsistent responses on the part of respondents.

45. Percentages do not add to 100.0 percent because some respondents did not answer all three questions concerning the degree of activity on the part of the PAC membership as a whole. Further, there were some rounding effects.

46. A score was developed for measuring the degree of activity. Average percentages for the amount of the membership who were not very active were given a score of 0; percentages for moderately active, a score of 1; and percentages for very active, a score of 2. Average scores were then developed such that the average for the district could range from 0 to 2.

47. A score was developed to measure the degree of delegate orientation. Responses indicating a trustee orientation were given a score of 1; both a trustee and delegate orientation, a score of 2; and a delegate orientation, a score of 3. An average score across all PAC respondents in a given district was then calculated.

48. The eight District PAC Members who said they volunteered for service were asked why they volunteered. Their answers may give some indication of the motives for self-selection. Four said that they volunteered because they were interested in the welfare of their children, who were in Title I. Three said simply that they were interested in helping the school and, in turn, the school district. One person's response was not ascertained.

49. The effects of respondent position as an LEA staff member or PAC participant will not be examined as regards recruitment. This is because the findings would be misleading. LEA staff and PAC participants were asked to specify the method of selection for the District of School-Level PAC, whichever was most appropriate. LEA staff answered to a much greater extent for the District PAC than did PAC Members. Inasmuch as the selection procedures differed significantly between the district and school levels, the answers of LEA staff and PAC members were not comparable.

50. EDAC forbade asking questions about demographic and other characteristics of PAC membership as a whole. Thus, the relationships described above are extremely tentative and must be interpreted in light of the fact that they are analyzed in terms of chairpersons and "most active members" only. If less active members of the PAC and/or more members rather than chairpersons had been interviewed, or their attributes analyzed, the relationships might have emerged differently than will be set forth below.

51. There were only very slight differences in the kinds of organizations to which respondents belonged. The only difference worth noting was that elected members were the only ones who said they belonged to civil rights or political organizations. But even this difference is suspect inasmuch as only four people said they belonged to such organizations.

52. Multiple responses were allowed in the area of educational issues. When a respondent said that community members or groups had become involved in one issue, but not in another, the response was coded as an affirmative one for involvement.

53. A few respondents reported that more community support was garnered and a few others said that other results had obtained.

54. The results of one contact were not ascertained, and the results of another were not known by the respondent.

55. The respondents asked this question included all but 28 District PAC Members and 24 Central Office/Title I Staff.

56. The 69 constituted 61.6 percent of the 112 individuals who were asked about training of and technical assistance to PACs. School Board Members, Superintendents, and Central Office and Title I Staff were not asked such questions.

57. This pattern held true except for School-Level PACs. The reader will note from Tables 58 and 59 that three of the four PACs reported never to meet were located in greater support LEAs.

58. Since virtually all respondents at the district level said that minutes were kept, these figures represent differences at the school level.

59. This district relationship between time spent on Title I PAC activities and level of LEA support did not hold for amount of time spent by LEA staff on Title I in general. The relationship was, instead, curvilinear, with greater support LEA staff spending 74.4 hours per month on Title I; average support, 45.6 hours; and lesser support, 47.3 hours.

60. The relationship between level of support and number of hours reported by PAC Chairpersons to be spent on PAC activities by other PAC Members will not be discussed as the lack of response by Chairpersons in average and lesser support LEAs was so great as to bias comparisons with greater support LEAs.

61. This may have been owing to the fact that PACs increased in size with the level of LEA support and size of school district. Thus, the chances of turnover would increase, particularly if the number of secondary relationships increased with size of LEA.

62. This would mean that a correlation of .6000 using Pearson's correlation coefficients would result in a correlation of .5640 using Spearman's rank-order correlation coefficients.

63. Percentages for receipt of funds from the LEA included assertions that the PAC did so indirectly.

CHAPTER V

SUMMARY

In Chapter IV we presented in detail the findings of our study of the impact of Parent Advisory Councils on the management and administration of Title I at the local level. The findings were organized and presented in relation to the theoretical framework elucidated in Chapter II. They resulted from the data collection activities in eight school districts located in three states that varied according to their orientations toward Parent Advisory Councils, geographical location in the nation, urban/rural character, and size and demographic character of their student population. The data collection activities were described in Chapter III. The variations among the study sites along the above dimensions and others, including complexity of school system structure and the character of the Title I program, were described there as well as at the beginning of Chapter IV.

Chapter IV contains information on the functioning of PACs in detail heretofore lacking in the literature. It is CPI's hope that the data will provide a starting point for future researchers examining PACs as well as provide points of reflection for LEAs, PACs, other organizations, and citizens interested in PACs' role in Title I.

But what can we glean on a general level about the impact of PACs? It is toward answering this question that this chapter is directed. We will do so through a summary of the findings as they relate to the research framework presented in Chapter II.

The Relation of the Findings to the Research Framework

In Chapter II, there was a pictorial representation of the research framework generated from the broad mass of literature relevant to PACs. For ease of discussion, we are presenting the figure again in this chapter (Figure 5-1); we will summarize the findings according to this figure.

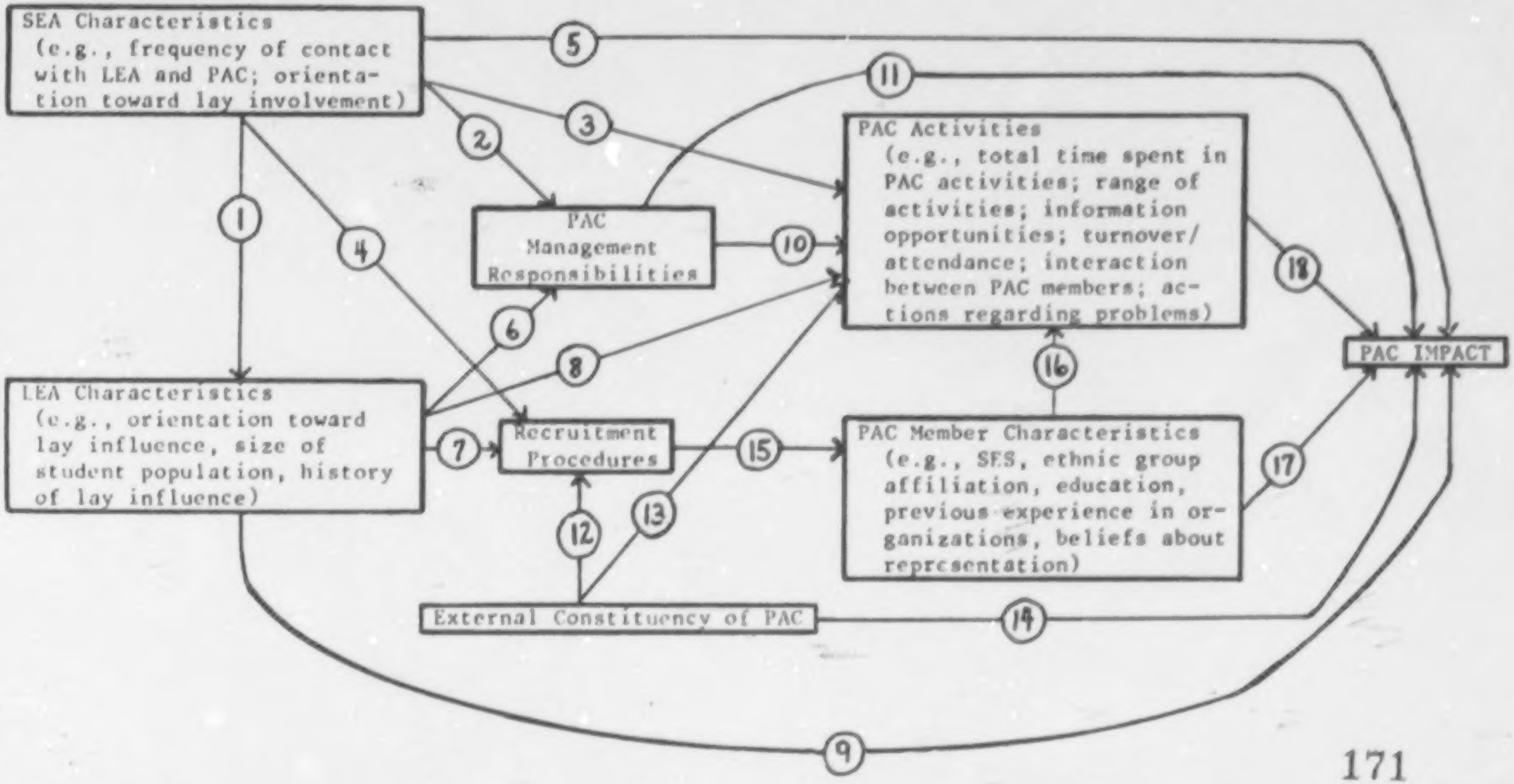
PAC Impact

For the study, PACs were defined as having impact when their ideas were expressed and taken into account in a review of some aspect of Title I. Given the purposes of the study, the most basic question to be answered by CPI had to do with whether or not, under this definition, PACs had impact on Title I. While the findings presented in Chapter IV do not enable us to determine exactly how much impact the PACs in the eight districts had, they do allow us to conclude that they had at least some influence.

District PACs were perceived to have a moderate amount of influence on the program. Rankings of their influence were very similar to the rankings for Superintendents, Title I Principals, and School Boards. School-Level PACs were perceived to have influence averaging midway between a little and a moderate amount.

Figure 5-1

PATH MODEL
ILLUSTRATING RELEVANT VARIABLES IN
RELATIONSHIP OF SEA, LEA, AND PAC
TO ONE ANOTHER


SEA Characteristics
(e.g., frequency of contact with LEA and PAC; orientation toward lay involvement)
LEA Characteristics
(e.g., orientation toward lay influence, size of student population, history of lay influence)
PAC Management Responsibilities
Recruitment Procedures
PAC Activities
(e.g., total time spent in PAC activities; range of activities; information opportunities; turnover/attendance; interaction between PAC members; actions regarding problems)
PAC Member Characteristics
(e.g., SES, ethnic group affiliation, education, previous experience in organizations, beliefs about representation)
External Constituency of PAC
PAC IMPACT
1
2
3
4
5
6
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8
9
10
11
12
13
14
15
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18

The rankings or estimations of influence, judging from spontaneous comments made by respondents, were based on experiences with the PAC. There were questions designed to elicit information about such interactions and the results thereof. The findings show that while most interactions between the PACs and primary and secondary parties (primary parties being the Title I Coordinator for District PACs and the Title I Principal for School-Level PACs, secondary parties being the SEA, State PAC, Superintendent, Central Office/ Title I Staff, et al.) were of an information-sharing nature, in those interactions requiring action on someone's part, concrete action was usually taken. Instances where nothing had happened were in the minority. Hence, we might conclude that the PAC and staff of the educational system took each other's ideas into account; clearly, where the PAC's ideas were to be taken into account, educational system staff did so, illustrating that influence or impact was not simply a matter of perception, but also a matter of reality.

The situation in which PACs would be expected to have the least effect, in light of the historical context presented in Chapter II, would be those in which change was called for, either from the PAC's perspective or from the LEA staff's point of view. The data would indicate that the potential for impact was there in cases where the LEA staff desired change. If an LEA staff member expressed a desire for change in some area of Title I and if he/she asserted whether or not the PAC could help to bring about change, the answer was usually a positive one.

Impact in situations where the PAC desired change was less evident. There were very few occasions when PAC affiliates stated that they wanted change in some area of Title I and that something besides simple discussion of the matter at meetings had occurred to try and bring the change about. Thus, the opportunity for impact either was not taken by or existent for the PAC. Influence was much more likely to be evident in those situations in which both the PAC and LEA staff were considering maintenance or change in the Title I program.

Figure 5-1 reveals that CPI's study was designed not only to ascertain basic information about PAC impact, but also about the factors feeding into or affecting it. The relationships that were explored are designated by the arrows in the model shown in the figure. The findings regarding each hypothesized relationship will be described below.

Arrow 18: The Effects of PAC Activities on PAC Impact.

Because of the definition of impact employed by CPI, PAC activities would be inextricably linked, though not synonymous, with impact. CPI hypothesized a number of specific relationships would obtain between activity and impact. For instance, we concluded from the literature that the range and number of activities and the amount of time spent on PAC activities by PAC affiliates would bear a positive association with impact. We hypothesized there would be a negative association between turnover of membership on the PAC and impact.

In our study, we found PACs performing a wide range of activities. The most frequent activity was the observation of classroom activities, but there were others frequently mentioned, including advising the district or principal about children's needs regarding Title I, review of the district's Title I application, and review of the Title I program budget. Least frequently mentioned were the PAC's operation of a volunteer tutoring program, advice to the district or principal on who is hired to staff the program, and investigation of parents' grievances and presentation of findings and recommendations regarding those grievances to district or school personnel. The number of activities reported by respondents ranged from none to 26, with the average specified by any one respondent being 14.5 activities.

These activities were performed both during PAC meetings and outside of them, with PAC respondents reporting they spent an average of 16.0 hours per month working on the PAC. While four of the 160 participants in the study reported that meetings of the PAC were never held, the vast majority stated that meetings were held regularly or both regularly and on special occasions. Regular meetings were most often reported to be held monthly or more frequently although a sizable proportion of the respondents reported meetings occurring bimonthly to three times per year. Only 13 percent said meetings were held only once or twice a year. If more frequent meetings than average were held, they were likely to occur at the beginning of the school year when orientation sessions were conducted and in the spring of the year when the Title I application was being prepared.

An average of 17 people attended meetings; about 90 percent of these were Title I parents. Turnover was fairly low, with the average percentage of membership dropping out being approximately 10 percent. Meetings were held on school system property; while they were usually held on weekdays, the time of day varied. Minutes were usually kept and disseminated in written form or read at meetings.

Respondents were asked whether discussions between educational system staff and PACs occurred regarding specific Title I matters. Interactions between the District PAC and its primary LEA contact, the Title I Coordinator, were frequently reported to have occurred at least once. Interactions between the School-Level PAC and its primary LEA contact, the Title I Principal, were less frequently stated to have occurred. Secondary parties (listed above in the discussion of impact) were interacted with even less frequently, but perhaps more often than one would expect. Of the 826 times that a question was put to a respondent regarding whether or not there had been PAC interactions with other individuals or groups, 262 times (31.7 percent) the respondent said that there had been.

Of course, many times respondents said that the contacts were just for the purpose of information sharing. This was the case primarily for contacts with secondary parties. Information-sharing was designated as the purpose of contacts between the District PAC and Title I Coordinator only five percent of the time. It was noted more frequently (almost 30 percent of the time) for discussions between the School-Level PAC and Title I Principal. Contacts with secondary parties involved information sharing almost half of the time. The rest of the contacts between the educational system staff and PAC, however, involved a discussion of some aspect of Title I, e.g., the instructional program, application, budget, staffing, and/or PAC activities and workshops.

Activity variables were rather frequently significantly associated with impact variables, offering support for the hypotheses originally set forth by CPI concerning the relationship between activity and impact. The greater the number of activities performed, the more hours spent on PAC activities by PAC members, and the more the PAC met and held discussions not only with their primary LEA contacts but also with secondary parties, the more impact the PAC was estimated to have. One hypothesized relationship did not obtain in examination of variations in estimated influence. That is, the percentage of PAC turnover was not significantly related to perceptions of PAC influence.

Estimation of PAC influence over aspects of Title I was one kind of impact variable used to measure the strength of association between contributing factors, e.g., PAC activity, and impact. The other kind of impact variable had to do with the results of meetings with secondary parties. Again, there were significant associations between activity and impact. The greater the number of activities performed by the PAC and the greater the amount of time spent by PAC affiliates on PAC activities, the less the results of meetings with secondary parties were simply information sharing. The greater the amount of turnover, the more likely it was that information sharing would be the major result. As one would expect, in turn, the greater the number of activities and the greater the amount of time spent, the more reports there were that discussions had resulted in some form of action by the parties involved in the discussions. The greater the percentage of turnover, the less the discussions resulted in action.

Arrows 10 and 11: Effects of PAC Responsibilities on PAC Activities and Impact

The literature relevant to PACs suggested that the structure of the PAC--the communication and internalization of the PAC's role in Title I--would affect its conduct of activity and its ultimate impact. More specifically, it was asserted that internalization would be affected by the length of time one was to be on the PAC as well as by the existence of by-laws for the PAC that would perhaps spell out the duties of the PAC vis-a-vis Title I. The longer the term of membership, the greater the PAC's activity and impact. If there were by-laws, the PAC was expected to be more active and have more impact.

Internalization would be reflected in verbal descriptions of the PAC's responsibilities. In turn, it was expected that the more conceptions were "influence-optimistic" (i.e., entailed direct input into the design, implementation, and evaluation of the program), the more activities the PAC would perform and the more impact it would have.

Last, it was believed that for the PAC to be active and have impact, it had to assume responsibility for at least its own operation. Hence, the actual assignment of responsibility to the PAC for logistical matters (e.g., keeping minutes and setting the day, time, place, and agenda of PAC meetings) would bear a positive association with activity and impact.

Chapter IV indicates that by-laws existed for PAC operations only at the district level (although School-Level PACs sometimes adopted the District PAC's by-laws for their operation). The term of membership varied among LEAs and kinds of PACs. Almost half of the individuals who could comment on term of membership said the term was indefinite. Another 30 percent said the term was one year. Ten percent said the term was two years, and ten percent said the term was for as long as the participant had a child in Title I or for that period plus one year. A small percentage said there was a difference in term between officers and non-officers, with the officers having one to two-year terms and non-officers having indefinite or indeterminate terms.

Asked to describe what the PAC was supposed to do, respondents gave many different answers. Individuals most frequently mentioned that PAC members should learn how to help their children through their experience on the PAC. This responsibility was mentioned by about a fifth of the people answering the question. Almost a fifth stated that the PAC should monitor the Title I program to assure that it is doing what it is supposed to do and/or provide input into decisions regarding the program or the application for it.

CPI classified the many statements of responsibility according to whether or not they implied "direct input" into the program along the lines specified in the federal regulations for Title I PACs. About 60 percent of the statements fell in the "direct input" category, while the other 40 percent fell in the "less direct input" category. This finding suggests that most respondents had internalized the regulations' assertions that the PAC should have the opportunity for involvement in the design, implementation, and evaluation of the program. It also suggests, however, that the role was not as extant in the minds of some respondents as it might have been.

Regarding the actual assignment of responsibility for logistical matters revolving around PAC meetings, there were variations in response. Almost 40 percent of the answers regarding such matters indicated the PAC and LEA staff shared the responsibility. Another 38.0 percent of the responses indicated the LEA staff's having sole responsibility. Only 22.5 percent of the responses indicated the PAC had sole responsibility.

What significant relationships were found to exist between responsibility variables and those having to do with PAC activity and impact? Generally, the relationship was not as expected. The existence of by-laws had no significant correlation with either PAC activity or impact. There were very few significant correlations between conceptions of responsibilities and activity and impact. In fact, there was only one kind of significant association, and that was with one of the impact variables. That is, the greater the expression of "direct input" conceptions, the less likely it was that results of meetings with secondary parties would be simply the sharing of information and the more likely it was that the results would be some form of concrete action to resolve the issue discussed.

The lack of association between by-laws and PAC activity and impact may have been a result of there being a relatively small number of PACs having by-laws. Of course, it could be that the existence of by-laws would make no difference anyway--the sets of by-laws obtained by CPI showed great variation in their specification of PAC duties-- but the data did not allow for an absolute conclusion of this sort by CPI. The lack of association between conceptions of PAC responsibilities and PAC activity and impact cannot be explained at this point,either. The lack of association may be owing to respondents' stating what they thought was "right" as opposed to what they believed. Or it may be that the actual assignment of responsibility is more important for at least some PAC activities and impact than simply ideas of what it should be. Or it may be owing to the classification scheme used by CPI.[2] Whatever the reason, hypotheses regarding the relationship between influence-optimism and -pessimism and PAC activities and impact were generally not supported by the data.

Term of membership and control of logistical matters were more important contributing factors for PAC activity and impact, and the significant correlations were in the direction hypothesized. The longer the term of membership, the greater the average percentage of responses indicating contacts between the PAC and secondary parties. As well, the longer the term of membership, the greater the perceived influence of the PAC. The greater the amount of PAC control over logistical matters, the greater the number of activities performed by the PAC and the greater the PAC's impact (both in terms of perceived influence and results of meetings with secondary parties).

The existence of significant correlations between term of membership and control of logistical matters and PAC activity and impact, nevertheless, was not uniform. Thus, the various associations not withstanding, it would appear that the structural dimensions surrounding PAC operations, contrary to the theoretical framework elucidated in Chapter II, do not play a very evident role in either PAC activities or impact. Unless they entail a specific and assigned responsibility, the character of structural dimensions is not sufficient to determine the role the PAC will play in Title I.

Arrows 16 and 17: Effects of Membership Characteristics on PAC Activities and Impact

The characteristics of the PAC's membership, it was hypothesized, would affect its performance of activities and its impact. In more detailed form, it was hypothesized the previous experience with the PAC and other community organizations would be positively related to activity and impact. It was also believed that the greater the number of members actively participating and the greater their average length of service, the greater the PAC's activity and impact. In addition, it was hypothesized that the higher the socioeconomic status of PAC members, the greater the PAC activity and impact. Last, the greater the delegate orientation toward representation, the greater the amount of PAC activity and impact.

In the LEAs studied by CPI, almost half of the memberhip (averaging 17 in number) were said to have been on the PAC previous to the 1977-1978 school year. Almost half were considered very active; 30 percent, moderately active; and close to 20 percent, not very active.

Data pertaining to other membership characteristics were collected only regarding the PAC respondents themselves, not regarding the PAC as a whole. Thus, information about socioeconomic status, beliefs about representation, length of service, and participation in other community organizations exists only for the potential leadership of the PACs (i.e., the District and School-Level PAC Chairpersons and the "most active members" of the District PAC).

The PAC respondents had been on the PAC an average of 3.3 years; Chairpersons had served in that capacity for 2.4 years. Occupationally, a little over half of the PAC respondents were housewifes, the rest varying in their level and type of occupation outside the home. Almost 30 percent had obtained education beyond high school. They belonged to an average of 1.6 kinds of community organizations; the PTA or another school-related club was the most frequently mentioned. Approximately a quarter of those able to state their beliefs about representation held delegate orientations (as symbolized by the statement, "When making decisions about Title I, I generally try to do what most parents want."). Almost 60 percent held trustee orientations (as symbolized by the statement, "When making decisions about Title I, I generally try to look at the facts and make the best decision I can."). Approximately 15 percent said they held both delegate and trustee orientations.

With this basic information, we can now explore the association between the membership variables and PAC activity and impact. First, very few significant associations were found between membership characteristics and PAC activities. This was especially the case for those membership characteristics variables referring only to PAC respondents. This would imply that the characteristics of those potentially forming the leadership of the PAC generally do not affect the extent of participation and performance of activities. By and large, if there were association between demographic characteristics, organizational participation, length of service, and beliefs about representation, it would have emerged through the characteristics of all PAC affiliates, not just the PAC respondents in CPI's study.

Looking at those membership characteristics applying to the PAC as a whole, one sees that there were a few associations. For instance, the greater the amount of participation by all individuals on the PAC, the greater the total number of activities performed and the less the turnover of membership. As well, the greater the previous experience with the PAC, the greater the average number of hours devoted to PAC activities.

Previous experience had association with other variables measuring PAC activity, but it was not significant.

Turning to the relationship between membership characteristics and PAC impact, the membership variables apparently did not have a significant relationship with the impact variable having to do with the outcomes of meetings with secondary parties. There were, however, relationships with perceived influence. Beliefs about representation as expressed by PAC respondents bore significant association with estimations of PAC influence; the greater the delegate orientation, the greater the PAC's estimated influence. The degree of activity on the part of the PAC membership as a whole also was directly related. And previous participation in the PAC was directly related, at least for the District PAC.

In sum, the hypotheses elucidated in Chapter II about the relationship between membership characteristics and PAC activities and impact were partially supported by CPI's data. Previous experience with the PAC, beliefs about representation, and degree of activity on the part of PAC affiliates as a group appear to be the most relevant variables.

Arrow 15: Effects of Recruitment Procedures on PAC Membership Characteristics

The literature researched by CPI regarding recruitment procedures yielded somewhat conflicting information about its effects on the characteristics of the organizational membership, so the relationship was simply a matter for exploration in CPI's study.

The data concerning the selection of members yielded the following general pattern. First, PAC members at the school level by and large volunteered for participation. From the school-level membership, a Chairperson was either appointed or elected. School-level PAC members and other Title I parents elected a representative to the District PAC. Individuals participating in the District PAC then elected a Chairperson.

Two kinds of recruitment variables were used to measure the association between recruitment and membership characteristics. One kind referred to the recruitment of the PAC respondents interviewed (the potential leadership of the PAC). The other kind referred to the recruitment of the PAC in general.

There were several significant associations which may be listed as follows:

(1) The greater the percentage of members reported to have volunteered for service, the less likely it was that the members would have been on the PAC previous to the 1977-1978 school year.

(2) The greater the percentage of responses indicating PAC affiliates were elected, the greater the percentage reported to be moderately or very active in PAC affairs.

(3) The greater the percentage of responses indicating PAC members volunteered for service, the less education PAC respondents reported themselves to have (this was especially the case for associations between the recruitment of PAC respondents themselves and their demographic characteristics).

(4) The greater the percentage of PAC respondents reporting they were elected, the higher their educational attainment.

(5) The greater the percentage of PAC respondents who said they were elected, the less likely it was they would be housewives.

(6) The greater the percentage of PAC respondents saying they volunteered, the more likely it was that they would be housewives.

(7) The greater the percentage of PAC respondents saying they were elected, the longer their tenure on the PAC.

(8) The greater the percentage saying they were appointed or volunteered (especially the latter), the shorter their tenure.

(9) The greater the percentage of PAC respondents saying they were elected, the greater the percentage of the overall membership having been on the PAC previous to the 1977-1978 school year.

(10) The greater the percentage of PAC respondents saying they were appointed or volunteered, the less the percentage of the general membership having had previous experience with the PAC.

(11) The greater the percentage of PAC respondents saying they volunteered, the smaller the number of organizations to which they belonged.

Contrary to expectation, given the previous research on delegate/trustee orientations, there were no significant relationships between beliefs about representation and recruitment procedures. For PAC respondents, there was some association between the two kinds of variables and association was in the direction indicated in the literature, but the relationship did not quite reach significance.

This finding notwithstanding, it would appear that recruitment has a great effect on the characteristics of membership. This is especially the case for individuals who are Chairpersons or deemed the most active members of the PAC.

Arrows 12, 13, and 14: Effects of External Constituency on PAC Recruitment, Activities and Impact

It was noted in Chapter II that other community organizations might have their input into the operations of the PAC. They might provide resources enhancing the PAC's functioning. Or, contrastingly, they could promote disruption owing to the representation of varying interests on the

PAC.

Community groups in the LEAs studied by CPI were fairly active in dealing with educational issues affecting the community as a whole. Regarding Title I issues, however, they were fairly inactive. That is to say, there were relatively few occasions when another organization interacted with the PAC about a Title I issue.

Thus, examination of the role of an external constituency in Title I PAC affairs had to be of a more hypothetical nature. Respondents were asked what organizations could be called on by the PAC for assistance. The average number of kinds of organizations specified by any one individual was 1.9. Most often specified were school clubs. Other organizations mentioned were civic/service organizations, community development/neighborhood organizations, the city/school board/service agencies, civil rights/political organizations, churches, federal/state governmental agencies, professional groups, social clubs, and the media.

The number of organizations the PAC might potentially be able to call on for assistance was used as the major variable indicating relations with an external constituency. Correlations between it and recruitment, activity, and impact variables were computed.

The data presented in Chapter IV show that the external constituency (as indicated on an organizational level) did not have significant effects on the character of PAC recruitment. Associations between external constituency and PAC activities were, however, fairly strong, two of them being significant. The greater the number of kinds of organizations the PAC could call on for assistance, the greater the number of hours spent by PAC affiliates on PAC activities and the greater the number of activities performed. Nonsignificant, though fairly strong, relationships were found between number of kinds of organizations and other activity variables (for example, there was a direct association between number of kinds of organizations and mention of contacts with secondary parties; there was a negative association between number of kinds of organizations and average percentage of turnover).

No really significant associations were found between the external constituency variable and impact (there was only one significant association). It would appear, then, that if the effects of an external constituency are to be felt, they are most likely to be felt at the action stage, i.e., in affecting whether or not action is taken. Beyond that, the actions themselves determine the results and impact of the PAC, with the external constituency playing less role in outcomes.

Arrows 1, 2, 3, 4, and 5: Effects of SEA Support for PACs on LEA Support for PACs, PAC Management Responsibilities, PAC Recruitment, PAC Activities, and PAC Impact

The three states in which the eight LEAs existed were selected because their SEAs appeared to vary in their orientations toward PAC involvement in Title I as well as in terms of other characteristics, e.g., location in the nation. One of the questions to be asked in the study was whether or not the SEA's influence would be felt in PAC operations at the local level.

The answer to this question would appear, from CPI's data, to be negative. That is, the orientation held by the SEA bore few associations with the variables with which it was thought to be associated, and what few there were might have been spurious. This might indicate, in line with previous reports published by NIE, that SEAs have very little influence on the operation of PACs. But other interpretations are possible. Most important, the lack of association may be the result of the research design for the study. That is, the selection of LEAs within each state was conducted so that there would be similar variations among them--greater, average, and lesser support LEAs. Even though the greater support state ultimately did not have a lesser support LEA within it for study by CPI, the general uniformity in types of LEAs may have confounded any effects by SEAs. A study of a random sample of LEAs in each state might have enabled a more meaningful and reliable study of variations according to SEA practice and orientation. Also, the educational structure may have moderated any SEA effects. Put another way, there may be numerous organizational levels between the state Title I office and the local PAC. As state personnel's orientations toward PACs are communicated downward, the message may be "diluted," such that their effects at the LEA level are felt only indirectly.

The greatest input from the SEA, at least as indicated by interviews, was in the provision of written material to PAC members. But the kinds of materials cited by any one respondent usually numbered no more than one or two and never more than three. Given that only a little less than a third of the respondents asked about the state's distribution of written materials said that the state did so and given the small number of areas with which the materials dealt, it was not feasible to correlate the provision of materials by the state with other variables.

Arrows 6, 7, 8, and 9: Effects of LEA Support for PACs on PAC Management Responsibilities, PAC Recruitment, PAC Activities, and PAC Impact

Just as states were selected for their variation in orientations toward PACs, the eight school districts participating in CPI's study were selected, among other reasons, for their variation in support for PACs. A major question assigned to CPI to answer was whether or not LEA support for PACs would affect such matters as PAC management responsibilities, recruitment, activities, and impact.

The data presented in Chapter IV indicate that there were no significant relationships between LEA support and recruitment--election, appointment, or self-selection of members. There were two correlations between LEA support and PAC responsibilities: (1) the greater the LEA support, the greater the average percentage of respondents saying there were PAC by-laws, and (2) the greater the LEA support, the greater the percentage of respondents indicating the term of membership was longer than one year. Other associations existed, but they were not significant.

LEA support did not have a significant effect on the average total number of activities specified as being performed by the PAC, but it did have an effect on other activity variables. The greater the LEA support, the greater the average percentage of PAC turnover,[3] the greater the number of responses indicating that meetings with secondary parties were held, and the greater the number of hours devoted by PAC affiliates to PAC activities.

Put succinctly, the data suggest that the intensity of involvement in the PAC increases with the amount of support offered by the LEA. The lesser support LEAs' PAC affiliates, for instance, may have engaged in just as many activities as those in greater support LEAs. But the amount of time and extent of interaction was likely to be greater in the performance of those activities the more support was offered by the LEA.

There were no significant associations between LEA support and kinds of outcomes of meetings with secondary parties. The greater the amount of support, however, the greater the estimated influence of the PACs, at both the district and school levels.

The above paragraphs suggest that LEA staff's orientations are felt most strongly at the action stage of PAC operations. That there were not more strong associations may be owing to the LEA's orientations' simply not having an effect. But there may be other reasons. For instance, circumstances may have changed between the time of the selection of the LEAs and the conduct of site visits in the LEAs by CPI. Also, the choice of LEAs was based primarily on information provided by the Title I Coordinators regarding District PACs. The inclusion of other individuals' points of view and the inclusion of School-Level PACs as a point of examination might have resulted in the selection of different LEAs for intensive study.

Variations in P[illegible]ctives by Respondent Position

In each of the above subsections pertaining to the theoretical framework developed by CPI, the implications of the data for the hypotheses were spelled out, but there are other patterns in response that warrant discussion. For example, there were variations in response according to the respondent's position as an LEA staff member or PAC affiliate.

The differences in perspective evidenced themselves throughout all areas of interview. Differences even appeared in descriptions of the Title I program's basic components.

A listing of some of the differences illustrates the point:

(1) PAC respondents were likely to see the PAC as more influential than did LEA staff.

(2) Regarding activities, LEA staff were more likely to say the PAC had special meetings at particular times of the year and less likely to report that minutes were kept of meetings. The average number of activities said to be performed by the PAC was slightly greater for LEA staff than PAC respondents. PAC respondents were slightly more likely than LEA staff to assert that there were activities in which the PAC had not

engaged that it should engage in. PAC members were more likely to say that there had been meetings with secondary parties, but LEA staff, if they said there had been such meetings, were more likely to see the PAC as having input into decision-making or action. LEA staff spent only half as much time on PAC activities as PAC affiliates. Staff were more likely to report that there had been turnover in the PAC, and the percentage of membership reported to have quit was also higher.

(3) LEA staff gave more direct-input responses concerning the objectives of the PAC than did PAC affiliates. PAC respondents were more likely than LEA staff to say that the PAC had sole responsibility over the PAC's logistical matters. LEA staff were more likely to say the responsibility was shared or that they had sole responsibility.

(4) PAC respondents specified a slightly larger membership on the PAC than LEA staff. They also specified a higher percentage of very active members.

(5) LEA staff were more aware of community group involvement in educational issues than were PAC affiliates. They also named a slightly greater number of kinds of organizations that the PAC could call on for assistance and reported a greater number of contacts between the PAC and community groups.

(6) LEA staff were more likely to say that PACs received training, materials, and funds (indicators of LEA support) than were PAC affiliates.

The exact import of the differences in perspectives between LEA staff and PAC affiliates cannot be specified. The differences were to some extent expected, as was noted at the end of Chapter II. LEA staff and PAC affiliates because of their structural location, experience and knowledge, would be expected to have different banks of data with which to function, much less provide to researchers. The variations are presented here simply to illustrate a point that most educational researchers would already know, namely that visions of Title I PACs are not uniform across LEA staff and PAC affiliates.

Differences Between District and School-Level PACs

Another difference widely known among educational researchers, but especially salient in CPI's study, is that between District and School-Level PACs. The two levels of PACs constituted completely different kinds of organizations, and appeared to function rather independently of each other. For example, LEAs with extremely active District PACs did not necessarily have extremely active School-Level PACs.

The variations between District and School-Level PACs may be listed with more specificity to illustrate this main point:

(1) The District PAC was reported to have had more concrete results of actions undertaken through contacts with primary and secondary parties (more information-sharing results were reported by school-level respondents). The School-Level PAC was estimated to have much lower estimated influence over various areas of Title I in general; school-level respondents were especially likely to say the School-Level PAC had little influence over Title I affairs. Title I Principals were more likely than district-level LEA staff to want changes in the Title I program. But comparing the two levels of LEA staff wanting changes and answering questions about whether or not the PAC could help bring about change, district-level LEA staff were more positive about the PAC's ability to help.

(2) District-level respondents reported more frequent meetings of the PAC and were more likely to report both regular and special meetings. District-level special meetings were more likely to involve direct input into the Title I program (school-level special meetings were more likely to involve workshops or some similar event). The number of people attending regular meetings of the PAC was greater at the district level, and the percentage of individuals other than Title I parents who attended was also said to be greater. Minutes were less likely to be kept at the school level and less likely to be disseminated to PAC affiliates and other parties. The district-level respondents reported a much greater average number of activities performed by the PAC. School-level respondents were more likely to say there were activities the PAC was not involved in that it should be. District-level respondents were much more likely to report that the PAC had met with secondary parties as well as its primary LEA contact about some Title I matter. District PAC affiliates were much more likely to want changes in the Title I program and to have tried to do something to bring about any changes they desired. School-level PAC respondents reported spending only about a third as many hours on PAC activities as the district-level PAC respondents and talked with other PAC members outside of meetings only half as often as the District PAC respondents. A greater number of district-level respondents reported that individuals had quit the PAC, but in terms of the percentage of membership said to have quit, the average was greater at the school level.

(3) District PACs were the only PACs to have their own by-laws. They were more likely to have definite terms of membership, and they were more likely to have terms of two years or terms lasting for as long as participants had children in Title I. There were more direct-input objectives specified by district-level respondents. School-level respondents had much less control over logistical matters; they were especially less likely to have sole responsibility over such matters.

(4) District PACs were considerably larger than School-Level PACs and were more likely to have other than Title I parents involved as formal members. A higher percentage of District PAC membership was said to have belonged to the PAC the previous year. On the whole, the membership was more likely to be reported as very active if the PAC was a school-level one, but more likely to be reported as moderately active if the PAC were a district-level one. District PAC respondents were more desirous of changes in one or more areas of Title I. District-level PAC respondents had a greater average length of service, either as a Member or as Chairperson. A greater percentage of District PAC respondents were housewives (however, Chairpersons at the school level were more likely to be housewives than were those at the district level). District PAC respondents had a higher average level of education and belonged to slightly more organizations other than the PAC. District PAC respondents were more likely to hold a trustee orientation and less likely to hold a delegate orientation or both orientations than School-Level PAC respondents (there were, of course, differences in the kinds of PAC affiliates interviewed at the two levels, perhaps explaining this pattern).

(5) The vast majority of district-level respondents noted that participants in the District PAC were elected, whereas individuals at the school level were more likely to report that School-Level PAC affiliates were self-selected. Statistics for the PAC respondents themselves indicate a similar pattern.

(6) District-level respondents were more aware of involvement by community groups in educational issues arising in the community during the preceding year. The number of kinds of organizations listed on which the PAC could call was greater among district-level respondents. Contact was also greater between other organizations and the District PAC than between other organizations and the School-Level PAC.

In short, School-Level PACs in the eight districts studied by CPI were far less developed than District PACs. This may be owing to most Title I programs at least being designed and evaluated from the district level down to the school level, affording School-Level PACs less opportunity for input. It may also be owing to the shorter length of time that most School-Level PACs have been in existence. Or it may be owing to more resourceful and experienced individuals being promoted to the District PAC from the school level. Or it may be owing to a lesser amount of attention being paid to the School-Level PACs by LEA staff. Whether or not there should or will be changes in the future in the operation of School-Level PACs remains to be seen. But, as noted above, the variations between the two levels were stark and deserved special note in this report.

Some Final Thoughts

The preceding pages of this chapter have summarized the findings from CPI's study of PACs in eight LEAs in three states. The reader will note that the discussion is devoid of recommendations. The reasons, which have been noted before in this report, are twofold. First, the study was not aimed toward evaluating PACs; hence, the purpose was not to make recommendations for change. Second, the small number of LEAs studied precludes generalizing beyond them and, in turn, asserting actions that might be taken to "improve" them.

Rather, the purpose of the study was to develop and explore some hypotheses about PAC operations and to provide information about the dynamics thereof to governmental entities, LEAs, PACs, and other organizations and individuals interested in Title I Parent Advisory Councils. It is CPI's belief that the objective has been accomplished. It is our hope, noted previously, that the information will serve as a starting point for future research and as a body of information for reflection for those involved with PACs on a day-to-day basis.

CHAPTER V
FOOTNOTES

1. It was decided that this indicator would be sufficient to measure the relationship between results of interactions and contributing factors. The results of meetings between the PAC and primary LEA contacts were usually positive ones, i.e., some form of concrete action, if it was called for, was usually undertaken. The patterns of results for contacts with primary parties were consistent with those for contacts with secondary parties.

2. See Footnote 41 in Chapter IV.

3. See Footnote 61 in Chapter IV.

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AN EXPLORATORY STUDY
OF THE
IMPACT OF PARENT ADVISORY COUNCILS
ON THE
MANAGEMENT AND ADMINISTRATION
OF TITLE I PROGRAMS
AT THE LOCAL LEVEL

VOLUME III
APPENDICES

4-23-85

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IMPACT OF PARENT ADVISORY COUNCILS
ON THE
MANAGEMENT AND ADMINISTRATION
OF TITLE I PROGRAMS
AT THE LOCAL LEVEL

VOLUME III
APPENDICES

Prepared for
The National Institute of Education
Educational Policy and Organization Group

Under Contract Number 400-77-0097

By
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PREFACE

In October, 1977, CPI Associates, Inc., was awarded a contract (Contract Number 400-77-0097) by the National Institute of Education (NIE) to perform an exploratory study of the impact of Parent Advisory Councils (PACs) on the management and administration of Title I programs at the local level. This final report represents the culmination of a year's effort by CPI.

Volume I contains an executive summary for the report. Volume II presents a detailed report of the theoretical framework underlying the project, the methodology, and the research findings. In Volume III are appendices to the report. Included are copies of two of the interview guides employed in the study, a tabular account of response sets potentially affecting the data, and tables presenting statistical data in support of the findings elucidated in Volume II.

Most of the data presented in the report derive from interviews conducted with 160 individuals during the spring of 1978. These individuals, in some way associated with 42 PACs (eight District PACs and 34 School-Level PACs) in eight school districts and representing almost all levels of school system and PAC structure, gave valuable time to be interviewed and to provide needed documents to CPI. As well, individuals in the state education agencies in the three states in which the eight districts were located provided important insights and assistance at various points in the contract.

All of these individuals must remain anonymous, but the debt owed to them by CPI is clearly recognized. CPI should like to offer its thanks to them at this time for the contribution they made to the study.

CPI also wishes to express its thanks to the staff of the National Institute of Education who devoted their attention to this contract and offered their expertise regarding its performance. Special appreciation is due Mr. Berlin Kelly who served as project officer.

There are others who contributed to the project and to whom CPI is grateful. These include the Committee on Evaluation and Information Systems (CEIS) of the Council of Chief State School Officers and the Department of Health, Education, and Welfare Education Data Acquisition Council; both of these groups reviewed the instrumentation and methodology prior to their use in the field. Also devoting time were Dr. Jim C. Fortune of Virginia Polytechnic Institute, Dr. Mark S. Rosentraub of the University of Texas at Arlington, and Dr. Gideon Sjoberg of the University of Texas at Austin who reviewed this report and provided their critical comments for its improvement. Dr. Rosentraub also oversaw the data analysis; Dr. Robert W. Brobst of the University of Texas at Arlington provided insights during the early stages of the analysis. Dr. Donald Rose of the Southern Region School Boards Research and Training Center furnished invaluable technical assistance at key points in the contract. Dr. William Giesselmann, also associated with Southern Region School Boards, conducted some of the field work as did Dr. William Firestone of Research for Better Schools. Dr. Charles Bonjean of the University of Texas at Austin made several helpful suggestions for the refinement of the theoretical framework.

Dr. Paula Jean Miller served as project director for the contract and is responsible for the contents of this report. There were, however, three other individuals who took part in its preparation. Dr. William Boyd Littrell of the University of Nebraska at Omaha wrote the initial draft of the theoretical framework's section on the historical context for the study of PACs. Ms. Sara McDonald conducted field work and performed much of the computer analysis and analysis of qualitative data. Ms. Jean Williams typed the report and oversaw its reproduction.

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APPENDIX I

INSTRUMENTATION

INTERVIEW SCHEDULE FOR SCHOOL-LEVEL PAC CHAIRPERSONS

OMB# 51-S-78010
Expires 9/30/78
CPI CODE NO. __ __ __ __ __ __

First, we would like to obtain some general information about you.

1. (a) How long have you been on the Title I PAC? ________ (Years)

(b) How long have you been chairperson? ________ (Years)

(c) How were you selected to be chairperson?

______ ELECTED

______ APPOINTED

______ VOLUNTEER

2. Now, turning to the program, what instructional areas are funded by Title I in this school?

______ PRESCHOOL/KINDERGARTEN READINESS ACTIVITIES

______ SPECIAL INSTRUCTIONAL PROGRAM FOR DROPOUTS

______ MUSIC/ART

______ HEALTH AND/OR NUTRITION

______ REMEDIAL/CORRECTIVE READING

______ MATHEMATICS

______ SCIENCE

______ SOCIAL/CULTURAL STUDIES

______ ENGLISH AS A SECOND LANGUAGE

______ BILINGUAL EDUCATION

______ LANGUAGE ARTS/COMMUNICATION SKILLS

______ GENERAL ENRICHMENT--Which instructional areas? ______________

______ OTHER (SPECIFY: ____
____)

3. Are there any supportive services funded by Title I in this school?

______ Yes IF YES, What support services are funded by Title I?

______ COUNSELING

______ MEDICAL/DENTAL

______ PSYCHOLOGICAL, DIAGNOSTIC, PSYCHIATRIC

______ SOCIAL WORK SERVICES

______ SPEECH AND HEARING THERAPY

______ FOOD SERVICES

______ CLOTHING

______ LIBRARY

______ RESOURCE CENTER

______ OTHER (SPECIFY: ______________________________
______________________________)

______ No

4. What grades does the Title I program cover in ___(school)___ ?

____

5. How are children chosen to participate in the Title I program in the school?

6. What do you see as the primary objectives of the Title I program in the school?

7. Now, we would like to get some idea of the make-up of the school PAC.

How many people are on the PAC? ________

How many of the PAC members:

(a) Are parents of children in Title I? ________

(b) Are parents who have children in the school system, but do not have any in Title I? ________

(c) Are school district staff? ________

(d) Are neither parents of children in the school system nor school district staff? ________

(e) Have been on the PAC since before this academic school year? ________

(f) Have been on the PAC only for this academic school year? ________

(g) Have been on the PAC for less than all of this academic school year? ________

8. How many of the PAC members are:

Very active in PAC activities? ________

Moderately active in PAC activities? ________

Not very active in PAC activities? ________

9. How many of the members:

Were elected? ________

Were appointed? ________

Volunteered? ________

10. IF ANY MEMBERS WERE ELECTED, ASK:

What kinds of people voted for the elected members?

______ Members of school level PAC

______ Parents of children in the Title I program who attended an election meeting

______ Parents of children in the Title I program through a mail-out ballot

______ Parents of children not in the Title I program who attended an election meeting

______ Parents of children not in the Title I program through a mail-out ballot

______ School district personnel

______ Any interested citizen

______ Other (SPECIFY: ____)

11. IF ANY MEMBERS WERE APPOINTED OR ASKED TO SERVE, ASK:

Who appointed or asked members to serve on the PAC?

______ PREVIOUS PAC MEMBERS

______ CURRENT PAC MEMBERS

______ SCHOOL BOARD MEMBERS

______ DISTRICT LEVEL ADMINISTRATORS

______ SCHOOL PRINCIPAL(S)

______ OTHER SCHOOL STAFF (SPECIFY: ______________________)

______ OTHER (SPECIFY: ______________________________)

12. (a) What is the term of the membership on the PAC? ______ (YEARS)

(b) Does the school PAC have regularly scheduled meetings, does it meet only when there is a specific topic to be discussed, or does the PAC have both regularly scheduled meetings and meetings regarding specific topics?

______ REGULARLY SCHEDULED MEETINGS

______ MEETS ONLY WHEN THERE IS A SPECIFIC TOPIC TO BE DISCUSSED

______ BOTH

13. On the average, about how often does the PAC meet?

______ YEARLY
______ SEMI-ANNUALLY
______ QUARTERLY
______ BI-MONTHLY
______ MONTHLY
______ BI-WEEKLY
______ WEEKLY
______ MORE THAN ONCE A WEEK

14. Are there some times of year when the school PAC meets more often than that?

______ Yes IF YES, When does it meet more often?
What is the reason for the more frequent meetings?

______ No

15. (a) How many people, on the average, attend each school PAC meeting?
____

(b) On the average, how many of these are Title I parents? __________

(c) Where does the PAC usually meet?

______ At the school
______ In members' homes
______ Elsewhere (SPECIFY: ________________________________)

16. What time of day are meetings usually held?

______ Morning
______ Afternoon
______ Evening

17. Are meetings usually held on weekdays or on weekends?

______ Weekday
______ Weekend

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18. Who selects the days, times, and places of the meetings?

	DAY	TIME	PLACE
PRINCIPAL			
PRINCIPAL BASED ON PAC SUGGESTION			
PRINCIPAL AND PAC CHAIRPERSON			
PAC CHAIRPERSON			
OTHER (SPECIFY:)			

(a) Would there be another day, time, or place for meeting that would increase average attendance at PAC meetings?

______ Yes IF YES, Could you elaborate on that?

______ No

19. Who sets the agenda for school PAC meetings?

______ School Principal

______ School Principal based on suggestions from PAC Chairperson

______ School Principal and PAC Chairperson together

______ PAC Chairperson

______ Other (SPECIFY:____)

20. Does the PAC have written by-laws?

______ Yes IF YES, Do you have a copy of them?

______ Yes IF YES, AND COPY NOT ALREADY OBTAINED, ASK:

Can I get a copy from you?

______Yes

______No

______ No IF NO, AND COPY NOT ALREADY OBTAINED, ASK:

Who has a copy? ________________________ (TITLE)

______ No

21. Are minutes kept of each meeting?

______ Yes IF YES, GO TO 23

______ No IF NO, GO TO 22

22. IF YOU KNOW FOR A FACT THAT MINUTES ARE NOT KEPT OF MEETINGS, THEN BE SURE TO ASK THE FOLLOWING QUESTION.

Could you tell me the kinds of discussions and activities that have been held during the school PAC meetings this year?

GO TO 24

23. IF MINUTES ARE KEPT OF PAC MEETINGS, ASK THE FOLLOWING QUESTIONS. BE SURE TO GET COPIES AS THESE WILL SERVE AS THE MAIN SOURCE OF INFORMATION CONCERNING WHAT OCCURS IN MEETINGS.

(a) Who keeps the minutes? (ROLE IN PAC)__________________________

(b) Do PAC members receive copies?

______ Yes

______ No

(c) Does anyone else receive copies of the minutes?

______ Yes IF SO, Who?

______ Title I Principal

______ Title I Coordinator

______ District PAC Chairperson

______ District PAC Members

______ Other Schools' PAC Chairpersons

23. Continued:

(c) ______ Other Schools' PAC Members

______ Superintendent

______ School Board

______ Other (SPECIFY PERSON AND REASON: __________

____

______________________________________)

______ No

(d) Can the general public obtain copies of the minutes?

______ Yes IF YES, Has anyone ever done so?

______ Yes

______ No

______ No

(e) Where are the minutes located?

______ AT THE SCHOOL

______ IF AT SCHOOL, Who has them?

______________________________(TITLE)

______ PAC CHAIRPERSON OR MEMBER HAS THEM

IF CHAIRPERSON OR MEMBER HAS THEM AND IF NOT ALREADY OBTAINED FROM TITLE I PRINCIPAL OR OFFICE, ASK: Can I obtain a copy of them?

______ Yes

______ No

(f) How accurate would you say the minutes are?

______ Very accurate

______ Somewhat accurate

______ Generally inaccurate

(g) How complete would you say the minutes are?

______ Generally complete

______ Generally incomplete

24. (a) School districts and State education departments can provide PAC members with a variety of written materials. Has this district provided you with any written materials?

______ Yes

______ No

(b) Has the State provide you with any written materials?

______ Yes

______ No

24. Continued

(c) IF YES TO EITHER (a) OR (b), ASK:

What written materials have you received?

FOR EACH MATERIAL RECEIVED, ASK:

Was it provided by the district or the State? Would you say it was very helpful, somewhat helpful, not very helpful, or not helpful at all?

Why?

DISTRICT	STATE	ITEM	VERY HELPFUL	SOMEWHAT HELPFUL	NOT VERY HELPFUL	NOT AT ALL HELPFUL	COMMENTS
D	S	COPIES OF FEDERAL TITLE I REGULATIONS AND GUIDELINES	4	3	2	1	
D	S	COPIES OF STATE TITLE I REGULATIONS AND GUIDELINES	4	3	2	1	
D	S	COPIES OF LEA MEMOS AND CORRESPONDENCE RELATED TO TITLE I	4	3	2	1	
D	S	COPIES OF SEA MEMOS AND CORRESPONDENCE RELATED TO TITLE I	4	3	2	1	
D	S	AN LEA-DEVELOPED HANDBOOK FOR PACs (Entitled: ________ ________)	4	3	2	1	
D	S	AN SEA-DEVELOPED HANDBOOK FOR PACs (Entitled: ________ ________)	4	3	2	1	
D	S	A HANDBOOK FOR PACs DEVELOPED BY ANOTHER STATE (Entitled: ________ ________)	4	3	2	1	
D	S	TITLE I ESEA: HOW IT WORKS	4	3	2	1	
D	S	OTHER FEDERAL PUBLICATIONS ORIENTED TO PACs (Entitled: ________ ________)	4	3	2	1	

24. Continued

(c)

DISTRICT	STATE	ITEM	VERY HELPFUL	SOMEWHAT HELPFUL	NOT VERY HELPFUL	NOT AT ALL HELPFUL	COMMENTS
D	S	NOTIFICATION OF TITLE I EVENTS THROUGHOUT THE STATE	4	3	2	1	
D	S	INFORMATION ON EXEMPLARY PACs	4	3	2	1	
D	S	INFORMATION ON THE RANGE OF PROGRAMS AND SERVICES AVAILABLE FOR THE EDUCATION OF DISADVANTAGED CHILDREN	4	3	2	1	
D	S	COPIES OF LAST YEAR'S EVALUATION RESULTS	4	3	2	1	
D	S	COPIES OF THE CURRENT APPLICATION	4	3	2	1	
D	S	OTHER (Specify: ________ ________________ ________________	4	3	2	1	

25. (a) Since joining the PAC, have you received any training or orientation for being a PAC member or about what Title I does?

______ Yes

______ No

(b) Have you received any special training to be a PAC Chairperson?

______ Yes

______ No

(c) IF YES TO (a) OR (b), ASK: About how many training sessions did you attend, in all? ____________(number)

(d) IF YES TO (a) OR (b), ASK:

Can you tell me what these sessions were about and who gave them?

FILL IN TABLE ON FOLLOWING PAGE

25. Continued

(d)

	DISTRICT PERSONNEL REQUESTED BY PAC	DISTRICT PERSONNEL NOT REQUESTED	STATE PERSONNEL REQUESTED BY PAC	STATE PERSONNEL NOT REQUESTED	CONSULTANT CHOSEN BY DISTRICT	CONSULTANT CHOSEN BY STATE	CONSULTANT CHOSEN BY PAC	OTHER
INTRODUCTION OF NEW INSTRUCTIONAL TECHNIQUES								
INTRODUCTION OF NEW INSTRUCTIONAL MATERIAL								
UTILIZATION OF INSTRUCTIONAL EQUIPMENT AND MATERIALS								
MEASUREMENT, EVALUATION AND REPORTING								
GENERAL ORIENTATION TO THE PHILOSOPHY OF COMPENSATORY EDUCATION								
HOW TO HELP THE CHILD LEARN AT HOME								
TYPES OF LEARNING DISABILITIES								
PROJECT PLANNING AND DESIGN								
UTILIZATION OF SUPPORTIVE SERVICES (FOR EXAMPLE, COUNSELING)								
UTILIZATION OF OTHER RESOURCES IN THE COMMUNITY (FOR EXAMPLE, THE LIBRARY)								
HOW TO ASSIST THE TEACHER IN THE CLASSROOM								
LEADERSHIP TECHNIQUES								
GROUP PROBLEM SOLVING TECHNIQUES								
TITLE I REGULATIONS								
OTHER								

25. Continued

(e) Have these training sessions been just for:

______ Your School's PAC

______ All Schools' PACs

______ The District and School PACs

(f) Are there any areas in which you would like to receive training but haven't?

______ Yes

______ No

(g) IF YES TO (e), Would you please tell me what those areas are?

______ INTRODUCTION OF NEW INSTRUCTIONAL TECHNIQUES

______ INTRODUCTION OF NEW INSTRUCTIONAL MATERIAL

______ UTILIZATION OF INSTRUCTIONAL EQUIPMENT AND MATERIALS

______ MEASUREMENT, EVALUATION, AND REPORTING

______ GENERAL ORIENTATION TO THE PHILOSOPHY OF COMPENSATORY EDUCATION

______ HOW TO HELP THE CHILD LEARN AT HOME

______ TYPES OF LEARNING DISABILITIES

______ PROJECT PLANNING AND DESIGN

______ UTILIZATION OF SUPPORTIVE SERVICES, FOR EXAMPLE, COUNSELING

______ UTILIZATION OF OTHER RESOURCES IN THE COMMUNITY FOR EXAMPLE, THE LIBRARY

______ HOW TO ASSIST THE TEACHER IN THE CLASSROOM

______ LEADERSHIP TECHNIQUES

______ GROUP PROBLEM SOLVING TECHNIQUES

______ TITLE I REGULATIONS

______ OTHER (SPECIFY: ____
____)

26. (a) Does the school PAC receive any funds from the school district?

______ Yes

______ No

(b) Does the PAC receive any funds from the State education department?

______ Yes

______ No

IF YES TO (a) OR (b), ASK:

(c) About how much money did the PAC receive this year? $__________

(d) What can the money be used for?

26. Continued

(e) How much of that money has the PAC spent so far? $__________

(f) IF MONEY WAS SPENT, What was the money used for?

(g) IF NO MONEY WAS SPENT, Is there any reason why the PAC hasn't spent any of the money yet?

27. In your opinion, what kinds of things is the school Parent Advisory Council supposed to do?

28. I am going to show you a list of activities that PACs are sometimes involved in. Could you please tell me which activities your school's PAC or members have engaged in and give me a brief description of each?

______ Reviewed the district's Title I application

IF REVIEW CONDUCTED, When did the PAC receive it for review? ______ (MONTH) What is or was the district's deadline for submitting the application to the State? ______ (MONTH)

______ Provided comments to the principal or Title I office about the application

______ Participated in the writing of the Title I application

______ Reviewed the budget for the Title I program

______ Advised the district on changes in the budget

______ Advised the principal on who is hired for the Title I program

______ Attended meetings, other than PAC meetings, to plan the compensatory education program in the district as a whole

28. Continued

______ Attended meetings, other than PAC meetings, to plan the compensatory education program in the school

______ Advised the principal about children's needs in regard to the Title I program

______ Examined how much service the average child gets from the Title I program

______ Reviewed the district's plan for evaluation of the Title I program

______ Participated in the evaluation of the program

______ Reviewed the results of the evaluation of the Title I program

IF REVIEW CONDUCTED, Was that last year's evaluation? ______ Yes ______ No IF YES, When did the PAC receive the results? ______ (MONTH)

______ Advised the principal about the way the Title I program should be run

______ Advised the principal about ways in which the Title I program should be changed

______ Observed classroom activities

______ Participated in field trips

______ Participated as an aide in a Title I classroom

______ Organized training sessions or seminars for parents who are not part of the PAC

______ Participated in parent/teacher or parent/principal conferences

______ Organized conferences or meetings between parents and school personnel

28. Continued

______ Sent letters to Title I parents about the program

______ Investigated grievances of parents and presented findings and recommendations to school personnel

______ Worked with teachers to define students' learning goals

______ Run a volunteer tutoring program

______ Other (SPECIFY: ____

____

____

29. Of the activities on the list, are there any activities that the PAC has not been involved in that you strongly believe the PAC should be involved in?

______ Yes IF YES, ASK WHICH ONES AND PUT A "*" BY EACH APPLICABLE BLANK. THEN ASK: Why hasn't the PAC been involved in these activities?

______ No

30. (a) We are interested in decision-making regarding Title I. Here is a list of some of the kinds of decisions made on most Title I programs. For each kind of decision, will you please tell me if, in your opinion, the District Parent Advisory Council has no influence, a little influence, a moderate amount of influence, or a great deal of influence. Let's take the project application first....

	INFLUENCE			
	None	A Little	A Moderate Amount	A Great Deal
Project application	0	1	2	3
Project evaluation/Needs assessment	0	1	2	3
Title I instructional program	0	1	2	3
Staffing	0	1	2	3
Financial management & budget	0	1	2	3
PAC activity and management	0	1	2	3

30. (b) In your opinion, how much influence would you say School PACs have in each area?

	INFLUENCE			
	None	A Little	A Moderate Amount	A Great Deal
Project application	0	1	2	3
Project evaluation/Needs assessment	0	1	2	3
Title I instructional program	0	1	2	3
Staffing	0	1	2	3
Financial management & budget	0	1	2	3
PAC activity and management	0	1	2	3

31. (a) How much influence would the Title I Coordinator have in each area?

	INFLUENCE			
	None	A Little	A Moderate Amount	A Great Deal
Project Application	0	1	2	3
Project evaluation/Needs assessment	0	1	2	3
Title I instructional program	0	1	2	3
Staffing	0	1	2	3
Financial management & budget	0	1	2	3
PAC activity and management	0	1	2	3

31. (b) In your opinion, how much influence do Title I principals have?

	INFLUENCE			
	None	A Little	A Moderate Amount	A Great Deal
Project Application	0	1	2	3
Project evaluation/Needs assessment	0	1	2	3
Title I instructional program	0	1	2	3
Staffing	0	1	2	3
Financial management & budget	0	1	2	3
PAC activity and management	0	1	2	3

SLPC-14a

31. (c) What about the superintendent? How much influence do you believe the superintendent has in each area?

	INFLUENCE			
	None	A Little	A Moderate Amount	A Great Deal
Project application	0	1	2	3
Project evaluation/Needs assessment	0	1	2	3
Title I instructional program	0	1	2	3
Staffing	0	1	2	3
Financial management & budget	0	1	2	3
PAC activity and management	0	1	2	3

31. (d) And, in your opinion, how much influence do you believe the School Board has in each area?

	INFLUENCE			
	None	A Little	A Moderate Amount	A Great Deal
Project application	0	1	2	3
Project evaluation/Needs assessment	0	1	2	3
Title I instructional program	0	1	2	3
Staffing	0	1	2	3
Financial management & budget	0	1	2	3
PAC activity and management	0	1	2	3

32. Now, I'd like to ask you about any changes you'd like to see in different parts of the Title I program. Are there any changes that you or other school PAC members would like to see in:

	YES	NO	DON'T KNOW
The Title I application that is submitted to the State			
The Title I evaluation plan			
The actual Title I program			
The budget and the way Title I funds are spent			
The by-laws and procedures of the PAC itself			
Other areas (SPECIFY:)			

33. FOR EACH "DON'T KNOW" IN 32, ASK:

Why is that?

34. FOR EACH "YES" IN 32, ASK:

What changes would you like to see in ___(name of area)_________?
What, if anything, have you done to bring about those changes?
What have been the results so far?

35. (a) On the average, about how many hours a month would you say you spend working on school Parent Advisory Council activities? ________(Hours)

(b) How many meetings have you attended this year of the school PAC?
______

36. On the average, about how many hours a month would you say the the other members of the School Parent Advisory Council spend working on PAC activities? ________ (Hours)

37. How many people who were on the Parent Advisory Council at the beginning of the year have stopped serving on it? ________

38. IF ANY HAVE QUIT, Why do you think they stopped? (CHECK ALL THAT APPLY)

______ HAD FAMILY CONCERNS THAT TOOK PRECEDENCE

______ HAD EMPLOYMENT CONCERNS THAT TOOK PRECEDENCE

______ MOVED TO ANOTHER AREA

______ COULD NOT COME TO MEETINGS BECAUSE OF THE TIME, DAY OR WEEK, OR PLACE THE MEETINGS WERE HELD

______ DID NOT LIKE WHAT THE PAC WAS DOING

______ DID NOT LIKE WHAT THE TITLE I PROGRAM WAS DOING

______ JUST WEREN'T INTERESTED

______ OTHER (SPECIFY: ____
____
____)

39. PAC members approach their jobs differently. Some believe that when they decide on issues, they should follow the wishes of the majority of Title I parents. Other members think they should look at the facts and decide the way they think is right. When making decisions about the Title I program, would you say that you generally

______ Try to do what most parents want or

______ Try to look at the facts and make the best decision you can

______ Don't know

Now, I'd like to discuss the people you are in contact as a PAC member....

40. Has the principal attended any meetings of the PAC this year?

______ Yes IF YES, GO TO 40(a)

______ NO IF NO, GO TO 41

(a) Does the principal routinely attend the PAC meetings?

______ Yes

______ No

(b) How many meetings this year has the principal attended? ______

(c) Has the principal ever brought a problem or issue regarding Title I to the PAC's attention during PAC meetings this year?

______ Yes IF YES, What was the problem or issue?

______ No

(d) IF PROBLEM OR ISSUE RAISED, What happened as a result of the discussion?

(e) Has the PAC brought a problem or issue to the principal's attention during PAC meetings?

______ Yes IF YES, What was the problem or issue?

______ No

40. Continued

(f) IF PROBLEM OR ISSUE RAISED BY PAC WITH PRINCIPAL, What was the result of the discussion?

41. Has the PAC met with the principal concerning a Title I matter at other times besides PAC meetings?

_______ Yes IF YES, GO TO 41(a)

_______ No IF NO, GO TO 42

(a) How many times? _________

(b) How many PAC members attended the meeting(s)? (IF MORE THAN ONE MEETING, OBTAIN AVERAGE) __________

(c) Who asked for the meeting(s)?

______ PRINCIPAL

______ PAC

(d) Why was (were) the meeting(s) held?

(e) What were the results of the meeting(s)?

42. (a) Has your school's PAC or members of it met or talked with any of the following kinds of people concerning a Title I related matter this year?

______ SEA or State PAC members

______ School Board

______ Superintendent

______ Title I Coordinator

______ Other Title I Staff

______ Other School PACs

______ District PAC

______ None of the above IF NONE, GO TO 43

42. (b) For each of these with whom the School PAC has met or talked, could you tell us how many times they met with the PAC, who asked for the meeting, the issues that were discussed, and the results of the discussions?

Indivs./ Groups Met With	# of Times Met	PAC Req. Mtg.	Indiv./ Group Req.Mtg.	Issue	Results
SEA or State PAC Members					
School Board					
Superintendent					
Title I Coordinator					

42. (b) Continued

Indivs./ Groups Met With	# of Times Met	PAC Req. Mtg.	Indiv./ Group Req. Mtg.	Issue	Results
Other Title I Staff					
Other School PACs					
District PAC					

43. If a matter related to Title I arose in which community support were needed, what community groups or organizations could the school PAC call on?

44. Have any community groups actually contacted the school PAC this year about a Title I related matter?

______ Yes IF YES, GO TO 44(a)

______ No IF NO, GO TO 45

(a) What group or organization?

(b) What did the group or organization contact the PAC about?

(c) What happened as a result of the contact?

45. Has the school PAC sought the help of a community organization or group about a matter related to Title I?

______ Yes IF YES, GO TO 45(a)

______ No IF NO, GO TO 46

(a) What group or organization?

(b) What did the PAC contact the group or organization about?

(c) What happened as a result of the contact?

46. (a) Not counting the PAC meetings, on the average of how many times a month do you talk with other school PAC members about Title I related matters? ___________

(b) What kinds of matters have you discussed?

(c) IF APPLICABLE, What has happened as a result of these discussions?

47. One last question about yourself, do you belong to any community groups or organizations besides the Title I Parent Advisory Council? If so, which ones?

48. Finally, I'd like to ask you a few questions about the ___(name of city)___ schools and your local community. In your opinion, what are the overall strengths and weaknesses of the schools here?

49. (a) Thinking of the whole district, not just the Title I program, what educational issues, if any, have been of community concern during the last year?

49. Continued

(b) IF ISSUES HAVE ARISEN, Have any community members or groups become involved in dealing with these problems?

______ Yes IF YES, What have these community groups done, and what have been the results of their work?

______ No

50. In your opinion, how has the Title I program changed over the last few years?

51. Has the Title I Parent Advisory Council changed over the last few years?

______ Yes IF YES, How has it changed?

______ No

52. Last, if you wouldn't mind, I'd like to ask a few questions about you.

(a) What is your occupation?

(b) What is the last year of school you completed?

______ LESS THAN 8 YEARS

______ 8-11 YEARS

______ HIGH SCHOOL DIPLOMA

______ SOME COLLEGE/VOCATIONAL TRAINING

______ COLLEGE GRADUATE

______ POST-GRADUATE

(c) NOTE ETHNIC GROUP AFFILIATION

______ American Indian or Alaskan Native

______ Asian or Pacific Islander

______ Black, not of Hispanic origin

______ Hispanic

______ White, not of Hispanic origin

(CLOSING OF INTERVIEW)

6

INTERVIEW SCHEDULE FOR
TITLE I COORDINATORS

CPI CODE NO. _ _ _ _ 0 1

First, we'd like to obtain some general information about the district's Title I program and your district's Parent Advisory Council...

1. (a) How long has __(district)__ had a Title I program? ______(Years)

(b) What instructional areas are funded by Title I as part of the compensatory education program in __(district)__?

______ PRESCHOOL/KINDERGARTEN READINESS ACTIVITIES

______ SPECIAL INSTRUCTIONAL PROGRAM FOR DROPOUTS

______ MUSIC/ART

______ HEALTH AND/OR NUTRITION

______ REMEDIAL/CORRECTIVE READING

______ MATHEMATICS

______ SCIENCE

______ SOCIAL/CULTURAL STUDIES

______ ENGLISH AS A SECOND LANGUAGE

______ BILINGUAL EDUCATION

______ LANGUAGE ARTS/COMMUNICATION SKILLS

______ GENERAL ENRICHMENT--Which instructional areas? __________

______ OTHER (SPECIFY: ____

____)

2. Are there any supportive services funded by Title I in this District?

______ Yes IF YES, What support services are funded by Title I?

______ COUNSELING

______ MEDICAL/DENTAL

______ PSYCHOLOGICAL, DIAGNOSTIC, PSYCHIATRIC

______ SOCIAL WORK SERVICES

______ SPEECH AND HEARING THERAPY

______ FOOD SERVICES

______ CLOTHING

______ LIBRARY

______ RESOURCE CENTER

______ OTHER (SPECIFY: ____________________________________

____)

______ No

3. What grades does the Title I program cover in (district) ?

____

4. What do you see as the primary objectives of the Title I program in your district?

5. How are children chosen for participation in the Title I program in your school?

6. (a) When was the first school PAC formed? ____________

(b) For how long have there been PACs at all schools? ________

(c) IF DISTRICT PAC HAS A SET OF BY-LAWS, ASK:

I understand your District PAC has a set of written by-laws. Could I get a copy from you?

______ Yes

______ No IF NO, Who has a copy?______________

7. Does the PAC have regularly scheduled meetings, does it meet only when there is a specific topic to be discussed, or does the PAC have both regularly scheduled meetings and meetings regarding specific topics?

______ Regularly scheduled meetings

______ Meets only when there is a specific topic to be discussed

______ Both

8. I understand that your district PAC meets ____________. Are there some times of the year when the PAC meets more often than that?

______ Yes IF YES, When does it meet more often?

What is the reason for the more frequent meetings?

______ No

9. (a) Where does the PAC usually meet?

______ At the district central office.

______ At one particular school. (SPECIFY: ____________________)

______ Rotates among schools.

______ In members' homes.

______ Elsewhere. (SPECIFY: ____________________________)

(b) What time of day are meetings usually held?

______ Morning

______ Afternoon

______ Evening

10. Are meetings usually held on a weekday or weekend?

______ Weekday

______ Weekend

11. (a) Who selects the days, times, and places of the meetings?

	DAY	TIME	PLACE
TITLE I STAFF/PRINCIPAL			
TITLE I STAFF/PRINCIPAL BASED ON PAC SUGGESTION			
TITLE I STAFF/PRINCIPAL AND PAC CHAIRPERSON			
PAC CHAIRPERSON			
OTHER			

(SPECIFY OTHER AND DISTRICT TITLE I STAFF PERSON: ____________________

____ ______)

(b) Would there be another day, time, or place for meeting that would increase average attendance at PAC meetings?

______ Yes IF YES, Could you elaborate on that?

______ No

12. I understand that minutes are kept of your District PAC meetings.

(a) Who keeps the minutes? ____________________ (ROLE IN PAC)

(b) Do PAC members receive copies?

______ Yes

______ No

(c) Does anyone else receive copies of the minutes?

______ Yes IF SO, Who?

- ______ Title I Principal
- ______ Title I Coordinator
- ______ District PAC Chairperson
- ______ District PAC Members
- ______ Schools' PAC Chairpersons
- ______ Schools' PAC Members
- ______ Superintendent
- ______ School Board
- ______ Other (SPECIFY PERSON AND REASON: ____________
  ____
  ______________________________)

______ No

(d) Can the general public obtain copies of the minutes?

______ Yes IF YES, Has anyone ever done so?

- ______ Yes
- ______ No

______ No

(e) How accurate would you say the minutes are?

______ Very accurate

______ Somewhat accurate

______ Generally inaccurate

(f) How complete would you say the minutes are?

______ Generally complete

______ Generally incomplete

12. Continued

(g) Where are the minutes located?

_____ AT THE TITLE I OFFICE. IF AT THE TITLE I OFFICE, Can I get a copy of them?

______ Yes

______ No

______ PAC MEMBER HAS THEM. IF PAC MEMBER , Who has them

____

13. Who sets the agenda for PAC meetings?

______ District Title I Staff (SPECIFY:__________________________)

______ District Title I Staff based on suggestions from PAC Chairperson (SPECIFY STAFF PERSON:__________________________)

______ District Title I Staff and PAC Chairperson together (SPECIFY STAFF PERSON:__________________________)

______ PAC Chairperson

14. Now, we would like to get some idea of the make-up of the district PAC. I understand that in November, you said there were ____ individuals on the PAC. Is that number still correct?

______ Yes

______ No IF NO, How many are there? __________

How many of the district PAC members:

(a) Are parents of children in Title I? ________

(b) Are parents who have children in the school system, but do not have any in Title I? ________

(c) Are school district staff? ________

(d) Are neither parents of children in the school system nor school district staff? ________

(e) Have been on the PAC since before this academic school year? ________

(f) Have been on the PAC only during this academic school year? ________

(g) Have been on the PAC for less than all of this academic school year? ________

15. How many of the members are:

Very active in PAC activities? ________

Moderately active in PAC activities? ________

Not very active in PAC activities? ________

16. How many of the members were:

Elected? ________

Appointed? ________

Volunteered? ________

17. IF ANY MEMBERS WERE ELECTED, ASK:

What kinds of people voted for the elected members?

______ Members of school level PAC

______ Parents of children in the Title I program who attend an election meeting

______ Parents of children in the Title I program through a mail-out ballot

______ Parents of children not in the Title I program who attend an election meeting

______ Parents of children not in the Title I program through a mail-out ballot

______ School district personnel

______ Any interested citizen

______ Other (SPECIFY: ____
____)

18. IF ANY MEMBERS WERE APPOINTED OR ASKED TO SERVE, ASK:

Who appointed or asked members to serve on the PAC?

______ PREVIOUS PAC MEMBERS.

______ CURRENT PAC MEMBERS.

______ SCHOOL BOARD MEMBERS.

______ DISTRICT LEVEL ADMINISTRATORS

______ SCHOOL PRINCIPAL(S)

______ OTHER SCHOOL STAFF (SPECIFY: ______________________________)

______ OTHER (SPECIFY: ______________________________________)

19. When we spoke with you in November, you indicated that PACs were provided with the following written materials. (READ FROM LIST. MATERIALS PROVIDED WILL BE UNDERLINED.) Since then, have PACs received any other written materials from the district, the state education department, or the state PAC?

______ Yes

______ No

IF ANY WRITTEN MATERIALS HAVE BEEN RECEIVED BY PAC MEMBERS AT ANY TIME, ASK:

Was it provided by the district or the State? Would you say it was very helpful, somewhat helpful, not very helpful, or not at all helpful to District PAC members?

Why?

MARK TABLE BELOW

19. Continued

DISTRICT	STATE	ITEM	VERY HELPFUL	SOMEWHAT HELPFUL	NOT VERY HELPFUL	NOT AT ALL HELPFUL	COMMENTS
D	S	COPIES OF FEDERAL TITLE I REGULATIONS AND GUIDELINES	4	3	2	1	
D	S	COPIES OF STATE TITLE I REGULATIONS AND GUIDELINES	4	3	2	1	
D	S	COPIES OF LEA MEMOS AND CORRESPONDENCE RELATED TO TITLE I	4	3	2	1	
D	S	COPIES OF SEA MEMOS AND CORRESPONDENCE RELATED TO TITLE I	4	3	2	1	
D	S	AN LEA-DEVELOPED HANDBOOK FOR PACs (Entitled: ____________________)	4	3	2	1	
D	S	AN SEA-DEVELOPED HANDBOOK FOR PACs (Entitled: ____________________)	4	3	2	1	
D	S	A HANDBOOK FOR PACs DEVELOPED BY ANOTHER STATE. (Entitled: ____________ ____________________)	4	3	2	1	
D	S	TITLE I ESEA: HOW IT WORKS	4	3	2	1	
D	S	OTHER FEDERAL PUBLICATIONS ORIENTED TO PACs. (Entitled: ________________________ ________________________)	4	3	2	1	
D	S	NOTIFICATION OF TITLE I EVENTS THROUGHOUT THE STATE	4	3	2	1	
D	S	INFORMATION ON EXEMPLARY PACS	4	3	2	1	
D	S	INFORMATION ON THE RANGE OF PROGRAMS AND SERVICES AVAILABLE FOR THE EDUCATION OF DISADVANTAGED CHILDREN	4	3	2	1	

20. (a) In your last contact, we asked you about training and technical assistance District PAC members received. At that time you said they (have/have not) received training or technical assistance. Since them, have PAC members received any training or technical assistance?

______ Yes IF YES, OR RECEIVED TRAINING BEFORE, GO TO 20(b)

______ No IF NO, GO TO 20(e)

(b) About how many training sessions have been provided this year?

__________________(Number)

(c) Can you tell me what these sessions were about and who gave them?

	DISTRICT PERSONNEL REQUESTED BY PAC	DISTRICT PERSONNEL NOT REQUESTED	STATE PERSONNEL REQUESTED BY PAC	STATE PERSONNEL NOT REQUESTED	CONSULTANT CHOSEN BY DISTRICT	CONSULTANT CHOSEN BY STATE	CONSULTANT CHOSEN BY PAC	OTHER
INTRODUCTION OF NEW INSTRUCTIONAL TECHNIQUES								
INTRODUCTION OF NEW INSTRUCTIONAL MATERIAL								
UTILIZATION OF INSTRUCTIONAL EQUIPMENT AND MATERIALS								
MEASUREMENT, EVALUATION AND REPORTING								
GENERAL ORIENTATION TO THE PHILOSOPHY OF COMPENSATORY EDUCATION								
HOW TO HELP THE CHILD LEARN AT HOME								
TYPES OF LEARNING DISABILITIES								
PROJECT PLANNING AND DESIGN								
UTILIZATION OF SUPPORTIVE SERVICES (FOR EXAMPLE, COUNSELING)								
UTILIZATION OF OTHER RESOURCES IN THE COMMUNITY (FOR EXAMPLE, THE LIBRARY								
HOW TO ASSIST THE TEACHER IN THE CLASSROOM								
LEADERSHIP TECHNIQUES								
GROUP PROBLEM SOLVING TECHNIQUES								
TITLE I REGULATIONS								
OTHER								

20. Continued

(d) Have these training sessions been just for:

______ Your District PAC only

______ School PACs only

______ District and School PACs

(e) Are there any areas in which PAC members need training but haven't received any?

______ Yes

______ No

(f) IF YES TO (e), Would you please tell me what those areas are?

______ INTRODUCTION OF NEW INSTRUCTIONAL TECHNIQUES

______ INTRODUCTION OF NEW INSTRUCTIONAL MATERIAL

______ UTILIZATION OF INSTRUCTIONAL EQUIPMENT AND MATERIALS

______ MEASUREMENT, EVALUATION, AND REPORTING

______ GENERAL ORIENTATION TO THE PHILOSOPHY OF COMPENSATORY EDUCATION

______ HOW TO HELP THE CHILD LEARN AT HOME

______ TYPES OF LEARNING DISABILITIES

______ PROJECT PLANNING AND DESIGN

______ UTILIZATION OF SUPPORTIVE SERVICES, FOR EXAMPLE, COUNSELING

______ UTILIZATION OF OTHER RESOURCES IN THE COMMUNITY, FOR EXAMPLE, THE LIBRARY

______ HOW TO ASSIST THE TEACHER IN THE CLASSROOM

______ LEADERSHIP TECHNIQUES

______ GROUP PROBLEM SOLVING TECHNIQUES

______ TITLE I REGULATIONS

______ OTHER (SPECIFY: ____

____)

21. (a) I understand that the District PAC (does/does not) receive an allocation from the district Title I budget. Does the PAC receive any funds from the state education department?

______ Yes

______ No

IF THE PAC RECEIVES ANY FUNDS FROM ANY SOURCES, ASK:

(b) About how much money did the PAC receive this year? $__________

21. Continued

(c) What can the money be used for?

(d) How much of that money has the PAC spent so far? $____________

(e) IF MONEY WAS SPENT, What was the money used for?

(f) IF NO MONEY WAS SPENT, Is there any reason why the PAC hasn't spent any of the money yet?

22. In your opinion, what kinds of things is the Parent Advisory Council supposed to do?

23. (a) I understand that CPI discussed the PAC's activities with you in November. Because these may have changed, I am going to show you a list of activities that PACs are sometimes involved in. Could you please tell me which activities your district PAC or members of it have engaged in and then tell me a little about each one? (ENTER DESCRIPTION AFTER EACH ENTRY)

______ Reviewed the district's Title I application

IF REVIEW CONDUCTED, When did the PAC receive it for review? ______ (MONTH) What is or was the district's deadline for submitting the application to the State? ______ (MONTH)

23. Continued

(a) ______ Provided comments to the Title I office about the application

______ Participated in the writing of the Title I application

______ Reviewed the budget for the Title I program

______ Advised the district on changes in the budget

______ Advised the district on who is hired for the Title I program

______ Attended meetings, other than PAC meetings, to plan the compensatory education program in the district

______ Advised the district about children's needs in regard to the Title I program

______ Examined how much service the average child gets from the Title I program

______ Reviewed the district's plan for evaluation of the Title I program

______ Participated in the evaluation of the program

______ Reviewed the results of the evaluation of the Title I program

IF REVIEW CONDUCTED, Was that last year's evaluation?
______ Yes ______ No. IF YES, When did the PAC receive the results? ______ (MONTH)

______ Advised the district about the way the Title I program should be run

______ Advised the district about ways in which the Title I program should be changed

______ Observed classroom activities

23. Continued

(a) _____ Participated in field trips

_____ Participated as an aide in a Title I classroom

_____ Organized training sessions or seminars for parents who are not part of the PAC

_____ Participated in parent/teacher or parent/principal conferences

_____ Organized conferences or meetings between parents and school personnel

_____ Sent letters to Title I parents about the program

_____ Investigated grievances of parents and presented findings and recommendations to school personnel

_____ Worked with teachers to define students' learning goals

_____ Run a volunteer tutoring program

_____ Other (SPECIFY: ______________________________
____
______________________________)

(b) Of the activities on the list, are there any activities that the PAC has not been involved in that you strongly believe the PAC should be involved in?

_____ Yes IF YES, ASK WHICH ONES AND PUT A "*" BY EACH APPLICABLE BLANK. THEN ASK: Why hasn't the PAC been involved in these activities?

_____ No

24. (a) We are interested in decision-making regarding Title I. Here is a list of some of the kinds of decisions made on most Title I programs. For each kind of decision, will you please tell me if, in your opinion, the District Parent Advisory Council has no influence, a little influence, a moderate amount of influence, or a great deal of influence. Let's take the project application first....

	INFLUENCE			
	None	A Little	A Moderate Amount	A Great Deal
Project application	0	1	2	3
Project evaluation/Needs assessment	0	1	2	3
Title I instructional program	0	1	2	3
Staffing	0	1	2	3
Financial management & budget	0	1	2	3
PAC activity and management	0	1	2	3

(b) In your opinion, how much influence would you say School PACs have in each area?

	INFLUENCE			
	None	A Little	A Moderate Amount	A Great Deal
Project application	0	1	2	3
Project evaluation/Needs assessment	0	1	2	3
Title I instructional program	0	1	2	3
Staffing	0	1	2	3
Financial management & budget	0	1	2	3
PAC activity and management	0	1	2	3

25. Now, still thinking about the same areas, please tell me for each one if, in your opinion, you have no influence, a little influence, a moderate amount of influence, or a great deal of influence.

	INFLUENCE			
	None	A Little	A Moderate Amount	A Great Deal
Project Application	0	1	2	3
Project evaluation/Needs assessment	0	1	2	3
Title I instruction program	0	1	2	3
Staffing	0	1	2	3
Financial management & budget	0	1	2	3
PAC activity and management	0	1	2	3

26. How much influence do you believe Title I principals have in each area?

	INFLUENCE			
	None	A Little	A Moderate Amount	A Great Deal
Project Application	0	1	2	3
Project evaluation/Needs assessment	0	1	2	3
Title I instruction program	0	1	2	3
Staffing	0	1	2	3
Financial management & budget	0	1	2	3
PAC activity and management	0	1	2	3

27. How much influence do you believe the Superintendent has in each area regarding Title I?

	INFLUENCE			
	None	A Little	A Moderate Amount	A Great Deal
Project Application	0	1	2	3
Project evaluation/Needs assessment	0	1	2	3
Title I instructional program	0	1	2	3
Staffing	0	1	2	3
Financial management & budget	0	1	2	3
PAC activity and management	0	1	2	3

28. In your opinion, how much influence does the School Board have in each area?

	INFLUENCE			
	None	A Little	A Moderate Amount	A Great Deal
Project Application	0	1	2	3
Project evaluation/Needs assessment	0	1	2	3
Title I instructional program	0	1	2	3
Staffing	0	1	2	3
Financial management & budget	0	1	2	3
PAC activity and management	0	1	2	3

29 Now, I'd like to ask you about any changes you'd like to see in different parts of the Title I program. Are there any changes that you would like to see in:

	YES	NO	DON'T KNOW
The Title I application that is being submitted to the State			
The Title I evaluation plan			
The actual Title I program			
The budget and the way Title I funds are spent			
The by-laws and procedures of the PAC itself			
Other areas (SPECIFY:)			

30. FOR EACH "DON'T KNOW" IN 29, ASK:

Why is that?

31. (a) FOR EACH "YES" IN 29, ASK:

What changes would you like to see in ___(name of district)___? Could the District Parent Advisory Council help bring about the change? If so, how? If not, why not?

(b) Do you know if the PAC would like changes in any of these areas?

______ Yes IF YES, In which of the following areas, would the PAC like to make changes?

______ The Title I application that is being submitted to the State

______ The Title I evaluation plan

______ The Title I instructional program

______ The budget and the way Title I funds are spent

______ The by-laws and procedures of the PAC itself

______ Other areas (SPECIFY: ______________________________)

32. On the average, about how many hours a month would you say you spend working on Title I related activities? ________ Hours

33. On the average, about how many hours a month would you say you spend on Title I Parent Advisory Council related activities? ________ Hours

34 Could you estimate how many people were on the District PAC at the beginning of the year but have stopped serving on it? ____________

35. IF ANY HAVE QUIT, Why do you think they stopped? (CHECK ALL THAT APPLY)

- ______ HAD FAMILY CONCERNS THAT TOOK PRECEDENCE
- ______ HAD EMPLOYMENT CONCERNS THAT TOOK PRECEDENCE
- ______ MOVED TO ANOTHER AREA
- ______ COULD NOT COME TO MEETINGS BECAUSE OF THE TIME, DAY OF WEEK, OR PLACE THE MEETINGS WERE HELD
- ______ DID NOT LIKE WHAT THE PAC WAS DOING
- ______ DID NOT LIKE WHAT THE TITLE I PROGRAM WAS DOING
- ______ JUST WEREN'T INTERESTED
- ______ OTHER (SPECIFY: ______________________________ ______________________________ ______________________________)

36. (a) In November you said that ___(number)___ people attend PAC meetings. Is that still the case?

______ Yes

______ No IF NO, What is the average number? __________ (number)

(b) On the average, how many of these are Title I parents? ________

37. Do you routinely attend District PAC meetings?

______ Yes

______ No

38. Approximately how many District PAC meetings have you attended this year?

_______ (number)

39. Have you ever brought a problem or issue regarding Title I to the PAC's attention during PAC meetings this year?

______ Yes IF YES, What was the problem or issue?

______ No

40. IF PROBLEM OR ISSUE RAISED DURING PAC MEETINGS, What happened as a result of the discussion?

41. Has the PAC brought a problem or issue to your attention during PAC meetings this year?

______ Yes IF YES, What was the problem or issue?

______ No

42. IF PROBLEM OR ISSUE RAISED WITH TITLE I COORDINATOR DURING MEETINGS, What happened as a result of the discussion?

43. Has the PAC met with you concerning a Title I matter at other times besides PAC meetings?

_____ Yes IF YES, GO TO 43(a)

_____ NO IF NO, GO TO 44.

(a) How many times. ________

(b) How many PAC members attended the meeting(s)? (IF MORE THAN ONE MEETING, OBTAIN AVERAGE)

____

(c) Who asked for the meeting?

______ TITLE I COORDINATOR

_____ PAC

(d) Why was (were) the meeting(s) held?

(e) What were the results of the meeting(s)?

44. (a) Has you District PAC or members of it met or talked with any of the following kinds of people concerning a Title I related matter this year?

______ SEA or State PAC Members

______ School Board

______ Superintendent

______ Title I Principals

______ Title I Staff Other Than Coordinator or Title I Principals

______ School PACs

______ None of the above IF NONE, GO TO 45

44. (b) For each of these with whom the district PAC has met or talked, could you tell us how many times they met with the PAC, who asked for the meeting, the issues that were discussed, and the results of the discussion?

Individuals/ Groups Met With	No. Of Times Met	PAC Requested Meeting	Indiv./ Group Requested Meeting	Issue	Results
SEA or State PAC Members					
School Board					
Superintendent					

44. Continued

(b)

Individuals/ Groups Met With	No. Of Times Met	District PAC Requested Meeting	Indiv./ Group Requested Meeting	Issue	Results
Title I Principals					
Other Title I Staff					
School PACs					

45. If a matter related to Title I arose about which the community might be concerned, what community groups or organizations could the PAC call on for assistance?

46. Have any community groups actually contacted the PAC this year about a Title I related matter?

______ Yes IF YES, GO TO 46(a)

______ No IF NO, GO TO 47

(a) What group or organization?

(b) What did the group or organization contact the PAC about?

(c) What happened as a result of the contact?

47. Has the PAC sought the help of a community organization or group about a matter related to Title I?

______ Yes IF YES, GO TO 47(a)

______ NO IF NO, GO TO 48

(a) What group or organization?

(b) What did the PAC contact the group or organization about?

(c) What happened as a result of the contract?

48. Finally, I'd like to ask you a few questions about the (name of city) schools and your local community. In your opinion, what are the overall strengths and weaknesses of the schools here?

49. (a) Thinking of the whole district, not just the Title I program, what educational issues, if any, have been of community concern during the last year?

(b) IF ISSUES HAVE ARISEN, Have any community members or groups become involved in dealing with these problems?

______ Yes IF YES, What have these community groups done, and what have been the results of their work?

______ No

50. In your opinion, how has the Title I program changed over the last few years for the district as a whole?

51. Has the Title I Parent Advisory Council for your school district changed over the last few years?

_____ Yes IF YES, How has it changed?

_____ No

(CLOSING OF INTERVIEW

APPENDIX II

VARIATIONS IN RESPONSE SETS

INTRODUCTION

As noted in Chapter III of this report, there were variations in responses to questions contained in the interview schedules administered by CPI. In the next several pages the variations will be elucidated through two tables.

One table simply describes the variations in interpretation of the questions made by different respondents. The other table describes the impact of structure or organizational factors on respondents' answers. The variations in response sets may have had some effect on the analysis of data presented in Chapter IV of this report.

In both tables, the variations are described in relation to the Title I Coordinator's interview schedule. The interview schedule is presented in Appendix I. As is clear, of course, from the analysis of data, the items contained in the Title I Coordinator's interview schedule were often present in the schedules for other kinds of respondents. Hence, the analysis of response sets applies not only to Title I Coordinators, but to other respondents as well.

Table A-1

NON-UNIFORMITY IN DEFINITIONS OF TERMS

ITEM #	TERM	NATURE OF NON-UNIFORMITY
2	"supportive services"	Some respondents, especially PAC members, did not know the meaning of this term. Interviewers early in the data collection period began giving one or two examples of supportive services to help respondents understand. Because discussion of the Title I program usually revolves around instruction, however, some individuals still had difficulty. Some were prone to cite a category of staff, e.g., home visitors, rather than supportive services per se.
14-18	"members"	This term's definition was problematic throughout the questionnaire for Title I principals and school-level PAC chairpersons, but was especially so for these items, owing to the informal character of many school-level PACs. This matter is discussed further under "The Impact of Organizational Structure."
14c	"school district staff"	Some of the PAC members interviewed were employed by the school system in such capacities as aides, traffic guards, lunchroom workers, etc. When asked how many members were school district staff, however, these same individuals were not likely to include themselves in that category. Other individuals on the PAC who were employed by the LEA were likely to be omitted from the category by both LEA staff and PAC members. Apparently, the term, "school district staff" was interpreted to mean "profesional staff."
19	provision of written materials to PAC members	A few parents interpreted "written materials" to mean paper, pencils, etc. rather than "documents." Interviewers helped them to understand the meaning when misunderstanding was apparent. Still remaining were problems in articulating the nature of the written materials. As well, a problem of the question as a whole related to the time of the materials' dissemination. The question failed to specify a time period for the dissemination, e.g., provision of materials during the 1977-1978 school year. Thus, the materials may have been provided two or more years ago to individuals who are no longer on the PAC. If the question had set a time period for dissemination, however, it may have resulted in a limited reflection of the materials actually received by current staff members who either (1) have been on the PAC since before the 1977-1978 school year and received materials in previous years or (2) received them from previous PAC members who received them from the SEA or LEA.

Table A-1, Continued

NON-UNIFORMITY IN DEFINITIONS OF TERMS

ITEM #	TERM	NATURE OF NON-UNIFORMITY
20	"training"/"training session"	There were varying response sets for the interpretation of the term, "training." Some of the categories of training might not have automatically been cited because of the formation of the stem of the item. For example, training in how to help the child learn at home might not have been mentioned by some respondents because the stem asked them to describe training "for being a PAC member or about what Title I does" (such a stem was not present in the Title I coordinator's questionnaire but was in other instruments). Some respondents discussed informal one-to-one training, whereas others did not because they interpreted the question to be asking about rather formal group-type training. As was the case for questions about written materials, the question did not specify a time period for receipt of training although some interviewers asked the respondent about training during the 1977-1978 school year. The same problems would have attended setting a time period for training as would have attended setting one for provision of written materials. There were non-uniform definitions of "training session." Some respondents, for instance, would variously interpret a five-day, eight-hour per day workshop covering six subjects as one session, five sessions, eight sessions, and six sessions. The question did not directly ask about training sessions provided by PAC members for other PAC members or Title I parents. And some respondents were unlikely to be able to differentiate between LEA staff and consultants who were brought in by the LEA to provide training. Such respondents were likely to be far removed from the administrative structure of the LEA and thus would not have known who was employed by the school system and who was not. Such respondents were also likely to have difficulty in distinguishing between training sessions and PAC meetings. If information was provided at a PAC meeting, some respondents interpreted that provision as training. Others did not.
21	allocation of funds for PACs	This question did not allow for school-level PACs that did not directly receive money for their activities, but received materials, refreshments, or services from the school district. This problem will account for many of the "I don't knows" on this question. For some respondents there was also difficulty in distinguishing between money for PACs and money for "parent involvement," which included not only PAC expenses but also money for community liaison staff who were assigned to work with parents, but not necessarily in conjunction with PACs.

Table A-1, Continued

NON-UNIFORMITY IN DEFINITIONS OF TERMS

ITEM #	TERM	NATURE OF NON-UNIFORMITY
23a	PAC activities	One major problem associated with this whole question which asked respondents to state which activities PAC members had been involved in was the fact that the question did not show differing levels of participation. For example, in one LEA the PAC may have devoted a one-hour meeting to review of the application, whereas in another district the PAC may have met several times and spent many hours in review. Thus, the response sets for designating a particular activity as having been undertaken or accomplished differed. As another example, in some cases the application had been distributed to PAC members and discussed in meetings, in some cases copies of the application had been given to members with no discussion, and in still other cases the application was discussed but not shown to members. When asked if the PAC or members of it had participated in the writing of the application, there was some confusion between planning and discussions of what the program would be and actually writing all or parts of the application. Advising the LEA on who was hired was another area of non-uniform response sets. Hiring was used to mean both hiring of individual staff and determining the positions for which people would be hired. Planning compensatory education programs for the LEA as a whole was problematic as well. Some individuals did not understanding the meaning of the term, "compensatory education," and interviewers had to provide definitions. Others may not have understood, but did not ask for a definition. As well, some LEAs might not have had compensatory education programs other than Title I, so the activity might not have been applicable. Some responses for school-level PACs referred to district PAC meetings as planning sessions for compensatory education in the LEA as a whole. Evaluation of the Title I program was intended to refer to the testing of the children in the Title I program. Evaluation, however, often was taken as parents' feelings or opinions concerning the program. Some parents talked about reviewing their own children's test scores, not reviewing the evaluation of the program as a whole. A significant number of parents did not understand what was meant by "the district's

Table A-1, Continued

NON-UNIFORMITY IN DEFINITIONS OF TERMS

ITEM #	TERM	NATURE OF NON-UNIFORMITY
23a	PAC activities	plan for evaluation," and a brief general definition was provided. It should be noted that there were difficulties associated with determining when evaluation results were received. (There were also difficulties with stating when the Title I application was received for review.) The difficulties stemmed not only from failures of memory, but also from a question of informal versus formal receipt. The section of Question 23a on advising the district about the way the Title I program should be run was often seen as synonymous with the section on advising the district about ways in which the program should be changed. Further, changes were not always considered necessary, so a "no" to the section might have meant either that there were no changes necessary or that there were changes necessary but no one on the PAC had suggested them. Some questions concerning activities of the PACs were checked by respondents when it was unclear whether the activity was conducted in the capacity of "individual" or "school volunteer" or in the capacity of "PAC member." This occurred for such sections of Question 23a as observing classroom activities, participating in field trips, participating as an aide in the classroom, participating in parent/teacher or parent/principal conferences, working with teachers to define students' learning goals, and running a volunteer tutoring program. Other problems came up in these sections as well. Some field trips noted were for parents, and some were for children. Some respondents may have noted only one of these kinds of field trips, but not the other although both may have occurred. As well, some respondents might have interpreted participation as a classroom aide to include only paid aide activities, whereas others clearly indicated that they were including both paid and volunteer aide activities. Training sessions and seminars for parents and conferences and meetings between parents and school personnel may have been noted as PAC activities by some respondents who were actually referring to PAC meetings, rather than specially held sessions organized by the PAC. This confusion was usually caught by the interviewer, but perhaps not always.

Table A-1, Continued

NON-UNIFORMITY IN DEFINITIONS OF TERMS

ITEM #	TERM	NATURE OF NON-UNIFORMITY
23a	PAC activities	Some respondents might have noted that PAC members had sent letters to Title I parents when in actuality the PAC members had simply suggested that a letter be sent by school personnel or had reviewed letters sent by such personnel. Some probes yielded such interpretations, and an activity that would originally have been checked did not receive such a notation. Other responses of this nature may not have been discerned, however. The section of Question 23a having to do with investigation of grievances also appears to have had different interpretations. In many school districts a formal grievance committee existed to handle complaints; hence, "grievance" had a special meaning. While PACs may have dealt with complaints, the term, "grievance" did not apply from some respondents' perspectives and the blank did not receive a checkmark. Other respondents saw the term in its more generic sense and made a positive response. It should also be noted that a negative response could have meant either that (1) there were grievances but the PAC did not become involved or (2) there were no grievances for the PAC to become involved in. Last, there were problems associated with the section having to do with defining students' learning goals. Aside from the problems associated with respondents or PAC members engaging in activity as "individuals" or as "school volunteers," there was the problem that some respondents did not understand the term, "learning goals." While some respondents requested clarification of the term, other respondents who were equally uncertain of the meaning might not have.
24-28	"influence"	This term was sometimes defined as knowledge, rather than power. While interviewers attempted to clarify the meaning, they were not always successful. As well, there appears to have been some interpretation of the term as including not only "actual" influence, but also "potential" influence. Symbolic of this variation in interpretation were notations of the superintendent's and school board's influence. Some respondents who interpreted the term as "actual" influence stated that the superin-

Table A-1, Continued

NON-UNIFORMITY IN DEFINITIONS OF TERMS

ITEM #	TERM	NATURE OF NON-UNIFORMITY
24-28	"influence"	tendent and/or school board had no influence because they were not involved directly in Title I functions. Others, however, because these individuals signed off on the application and had "potential" influence stated that the superintendent and/or school board had a great deal of influence. Similar kinds of issues in interpretation arose for the other groups or individuals to whom the influence questions related. It should also be noted that a few respondents had difficulty deciding which number to circle on the various dimensions of the influence questions. They had difficulty quantifying the amount of influence in the first place or, at the other end of the continuum, wanted to make greater distinctions in the amount of influence the individuals/groups had.
24-31	application/evaluation/needs assessment/program/staffing/budget/PAC management	As noted in the section of this chapter on "The Lack of Mutually Exclusive Categories," there was some overlap between categories for Questions 24-31. There were other issues in interpretation by respondents. For instance, some respondents felt that no one in the district had influence over the budget and the way Title I funds are spent in that funding is by formula grant. Their "no influence" designations then were different from the "no influence" designations of other individuals who felt that at least one party, but not all, had at least some influence. In Questions 24 through 28, evaluation and needs assessment appeared together in one category, causing problems for some respondents, partly because of LEA organizational structure. That is, in some districts evaluation was carried out by the LEA's evaluation department whereas needs assessment was carried out by individuals who were not in the evaluation department. Where this division of labor occurred, it was difficult for respondents to circle one number for influence when, from their perspectives, the individual or group in question had differing amounts of influence over evaluation and needs assessment. Associated with dimensions having to do with evaluation and needs assessment were, of course, problems in defining the terms. Some respondents, especially

Table A-1, Continued

NON-UNIFORMITY IN DEFINITIONS OF TERMS

ITEM #	TERM	NATURE OF NON-UNIFORMITY
24-31	application/evaluation/needs assessment/program/staffing/ budget/PAC management	those not employed by the school system, were not as likely to understand the meanings of evaluation and needs assessment as others. As was the case for one section of Question 23a, there was variation in the interpretation of "staffing." Some individuals interpreted the term as meaning the actual hiring of staff, whereas others interpreted the term to mean the determination of positions for staff. These variations came out in the comments of some respondents, but probably were not always stated. Last, there was some uncertainty exhibited by some respondents over the interpretation of "PAC management." Some respondents apparently did not see that the activities of PACs had management dimensions. Their uncertainty may have been reflected in their responses.
31b	"Do you know if the PAC would like changes..."	A negative response to this question may have meant either that the respondent did not know or that the PAC did not want changes. While interviewers tried to determine which response applied, such distinctions were not always made by school system staff, the individuals to whom the question was addressed.
37-38	"attendance"	The "degree" of attendance was not really captured by this question. Some school system staff noted that by attendance at meetings, they meant they simply "stuck their heads in the door of the meetings and said hello" or attended for a short while and then left. Other respondents may have engaged in the same behavior, but may not have noted it.
39,41, 43-47	"issue," "problem," "Title I related matter"	At times, respondents noted that contact had occurred between the PAC and another individual or group. This contact was then described as being for the purposes of sharing information. Because of the terms used to elicit such responses, however, other respondents may not have mentioned information-sharing contacts.
43-47	"met or talked with"	These questions were intended to elicit information about efforts of PACs or other individuals to interact about Title I issues, problems, or matters. They did not take into account informal meetings that were

Table A-1, Continued

NON-UNIFORMITY IN DEFINITIONS OF TERMS

ITEM #	TERM	NATURE OF NON-UNIFORMITY
43-47	"met or talked with"	not pre-arranged, nor did they necessarily elicit information about contacts that occurred as a matter of course (e.g., principals regularly and voluntarily attending district PAC meetings but not necessarily actively participating in them) or allow for distinction between pre-arranged special meetings and executive board or committee meetings of the PAC (the latter being particularly relevant to Question 43). Most respondents interpreted Questions 43-47 as asking about formally arranged meetings, but a few included both the formally arranged ones and others that were more informal or that were not held to deal with a particular issue that had recently arisen.
45-47	"community group or organization"	Some respondents did not understand this term and asked for clarification of it. Others appeared to assume that the term referred only to school-system-related units or groups, e.g., the PTA, the school board, and the superintendent. Some respondents included community agencies, such as medical clinics. Still others referred to national groups or units, such as the National Coalition of ESEA Title I Parents and Congress. Of course, many referred to the groups typically thought of as community groups or organizations, e.g., neighborhood associations, civil rights groups (on the local level), etc. But certainly there was not a uniform response set in answers to Questions 45-47. It might also be noted that respondents themselves did not utilize the same response sets across questions. For instance, the respondent would not list medical clinics in Question 45, but note that a medical clinic had been called on for assistance or that the medical clinic had contacted the PAC when answering Questions 46 and 47.

Table A-2

ORGANIZATIONAL FACTORS RELATED TO RESPONSES

ITEM #	SUBJECT	ORGANIZATIONAL IMPACT
6a-b	Date of formation of PACs	In addition to 6a-b, there were questions on some instruments about the date of formation of the district PAC and the number of school PACs. These questions were not asked of most Title I coordinators during the data collection period since they had been asked during the November verification interview. In any event, answers to the questions were affected by the nature of LEA organizational factors.. That is, in some LEAs PACs had been established at the district and school levels on an informal basis at one point in time and later on a formal basis. Respondents with knowledge of the history of PAC development questioned whether CPI staff wanted the date of formal or informal establishment. CPI staff recorded both dates. As well, it should be noted that some respondents noted that because representatives had been drawn from each Title I school in the formation of the district PAC, they believed that school and district PACs were formed simultaneously. In coding, CPI staff have recorded only the information pertaining to "formal" PAC establishment since the exact character of the informal PACs is unknown, i.e., whether or not the informal PAC had the general responsibilities of the formal one.
6c	PAC by-laws	When asked whether there were by-laws for the school-level PACs, Title I principals and school-level PAC chairpersons tended to respond in the positive. Then it was determined that the school PACs used by-laws established for the district PAC. When this information was obtained, a positive answer was changed to a negative. This kind of event occurred frequently enough to mention as a matter affected by organizafactors. It will not, however, affect the analysis of data to any great extent as the overlap between district and school-level phenomena was usually determined.
8	Meetings other than regular PAC meetings	This question was intended to elicit information about PAC meetings that are typically held at particular times of the year to deal with "special matters." Indeed, such information was elicited from a great number of respondents. Respondents in school districts where there was an executive board or standing PAC committees that met at other times than the full district PAC were likely to mention such meetings when asked

Table A-2, Continued

ORGANIZATIONAL FACTORS RELATED TO RESPONSES

ITEM #	SUBJECT	ORGANIZATIONAL IMPACT
8	Meetings other than regular PAC meetings	Question 8. As well, some respondents were likely to mention workshops or training sessions. The impact of these statements was to broaden the question beyond its initial area of concern. All kinds of meetings other than regular meetings of the full PAC have thus been coded for analysis.
14-15	Membership of PAC	The questionnaires assumed that PACs had a set membership, but data collection showed that this was not always the case, particularly at the school level. Sometimes at the school-level, the membership was considered to be all Title I parents. At other times, those coming to meetings were considered to be members; in this case, the membership size varied from meeting to meeting. At still other times, those who came most regularly to meetings were considered to be the members. In addition to issues surrounding which parents were to be considered members, there were issues regarding whether or not school personnel should be considered members. Usually, teachers, principals, and similar staff attended meetings. It was not always clear whether these individuals should be considered members or not, given the lack of PAC by-laws and the fluid character of the PAC's definition at the school level. These problems in defining membership had their effects not only on Question 14, but on Question 15 as well, which referred to the number of members who would be considered very active, somewhat active, or not very active. While respondents would note that school staff were present at meetings when answering Question 14, estimates of the number of individuals in each category of activity usually omitted the school staff from consideration. Further, the term "active," was defined in two basic ways, depending on the structure of the PAC. Some respondents considered members that attended all meetings to be very active, whereas members who did not were considered to be somewhat or not very active. Other respondents defined very active members as those who not only came to all PAC meetings, but also were involved in volunteer or other activities. Those who simply attended meetings were assigned to the other two categories. In some cases, all Title I

Table A-2, Continued

ORGANIZATIONAL FACTORS RELATED TO RESPONSES

ITEM #	SUBJECT	ORGANIZATIONAL IMPACT
14-15	Membership of PAC	parents who did not attend PAC meetings were considered to be "not very active." Such a categorization occurred when the PAC was considered to be comprised of all Title I parents, regardless of whether or not they came to meetings.
16	Method of PAC recruitment	The questionnaire assumed that there would be a clear distinction between appointment to the PAC and volunteer membership, but such was not always the case. Frequently, there seemed to be some overlap between the two categories because of the methods used for recruitment. That is, in many schools and sometimes at the district level, letters were sent out or phone calls were made to parents at the beginning of the school year inviting them to be part of the PAC and/or to come to PAC meetings. Then, those who appeared at the first or other meetings were considered to be members. It was not always clear that letters were sent or phone calls were made to all Title I parents. Except where information has been received that only selective communications were held, CPI has assumed that the communications have gone to all parents and that the individual's recruitment could justifiably be called voluntary.
20d	PAC levels receiving training	The instrumentation assumed that there would be a clear dividing line between the district PAC and the school-level PACs, but such was generally not the case. That is, as alluded to above, the district PAC was generally comprised of representatives from each Title I school. These representatives were responsible for communicating the information gained through the district PAC back to the other school-level PAC members. This melding of memberships was particularly evident in Question 20d which asked respondents to state whether training sessions were just for district PAC members, school PAC members only, or both district and school PAC members. The organizational structure of the district PAC together with the fact that training sessions were open to virtually any interested parent (regardless of the number of such individuals attending) led many respondents to say that training sessions at the district level were for both school and district PACs. Such responses have been coded accordingly.

Table A-2, Continued

ORGANIZATIONAL FACTORS RELATED TO RESPONSES

ITEM #	SUBJECT	ORGANIZATIONAL IMPACT
23a	Title I application review and related activities	In a few LEAs, PAC members at the district level and sometimes the school level were involved in planning the forthcoming year's Title I program before the parameters of that program were actually set forth on paper in the form of an application. Question 23a's sections on review, provision of comments, and writing did not automatically imply or allow for this kind of PAC participation. Hence, there were questions regarding the time of PAC review and whether participation in planning constituted provision of comments and writing of the application. The respondents' perspectives were allowed to determine whether or not the sections received affirmative answers.
23a	School-level PAC participation in activities	The question regarding PAC activities asked whether the PAC "or members of it" had participated in various activities. At the school-level, answers proved problematic because of some individuals' serving both on the school-level and district PAC. Affirmative answers to various sections of Question 23a may be somewhat misleading since the school-level PAC may not have been involved in those activities, but rather only those members serving on the district PAC.
23a	Executive board participation in activities	The questionnaire did not contain sections on activities of district PAC executive boards or standing committees. As was the case for school-level PACs, affirmative answers to Question 23a's sections may be somewhat misleading as perhaps only the executive board, committee members, or other select individuals may have participated in the activities, rather than the full district PAC.
24b/ 26	Influence of school-level PACs and Title I principals	The overlap between school-level PAC and district PAC memberships had its impact on Question 24b. Sometimes the respondent interpreted the question to be asking about the school-level PAC's impact as funneled through the district PAC. But the question's interpretation was affected by other organizational factors as well. I.e., respondents believed the question was asking about the school-level PAC's impact [illegible] its own school's Title I related matters or believed the question was asking about school-level PACs' general impact as a group. (The same kinds of interpretations were made regarding the role of Title I

Table A-2, Continued

ORGANIZATIONAL FACTORS RELATED TO RESPONSES

ITEM #	SUBJECT	ORGANIZATIONAL IMPACT
24b/ 26	Influence of school-level PACs and Title I principals	principals as queried in Question 26.) When uncertainty was reflected, CPI staff instructed respondents to think of school-level PACs (or principals) as a group, but the uncertainty may not always have been stated by respondents. Even when clarification was presented, some respondents still felt obliged to speak on the basis of their experience with their own schools.
25	Influence of Title I coordinators	In a few districts, the Title I coordinator shared responsibility for the program with another person, either a central office staff member or a Title I staff member. In these LEAs, respondents rated the Title I coordinator's influence in terms of one or both individuals, not just the formally named individual.
27-28	Influence of superintendent and school board	As noted in Table 3, the superintendent and school board have sign-off power in most districts, but may not take an overt hand in the various facets of the Title I program. Respondents answered in different ways because of these organizational divisions of labor. Sometimes the sign-off power caused respondents to state that the superintendent and school board had a great deal of influence. At other times, the fact that the superintendent and school board had "only" sign-off power and did not take an active hand caused respondents to say that these parties had little or no influence.
38	Attendance at PAC meetings	The existence of executive boards and standing committees made answering this question somewhat problematic. Obviously, if meetings of such groups were included, the number of meetings attended would be much higher for some individuals than for others who were not involved with the executive board or committees. Distinctions were generally made by respondents between regular full PAC meetings and other kinds of meetings so that some kind of base for comparison can be established during data analysis.

APPENDIX III

TABLES

Table 1

EDUCATIONAL ISSUES OF COMMUNITY CONCERN IN THE LAST YEAR*

Issue	Frequency	% of Respondents	% of Responses
Funding (source and distribution)	32	21.8	13.4
Closing of schools/reboundary	28	19.0	11.7
Accountability	27	18.4	11.3
Funding (amount)	25	17.0	10.5
Desegregation	25	17.0	10.5
Functional illiteracy/lack of student achievement	22	15.0	9.2
Curriculum/program	18	12.2	7.5
School policy	12	8.2	5.0
Discipline	12	8.2	5.0
Physical plant/overcrowding	11	7.5	4.6
Sex education	10	6.8	4.2
School board appointments/elections	6	4.1	2.5
Other	11	7.5	4.6
Total	239	----	100.0

*Multiple responses allowed. N = 147; of the 160 respondents who were to be asked the question, 10 said there were no _issues_, two said they did not know, and one's answer was not ascertained. $\overline{X}$ number of responses per respondent = 1.63.

Table 2

LEA WEAKNESSES*

Weakness	Frequency	% of Respondents	% of Responses
Curriculum/program	37	25.5	15.3
Quality of facilities, materials, equipment/overcrowding	34	23.4	14.0
Lack of funds	33	22.8	13.6
Faculty quality/shortstaffing	28	19.3	11.6
Lack of parent involvement	16	11.0	6.6
Form or distribution of funding	16	11.0	6.6
Administration	14	9.7	5.8
Lack of community support	9	6.2	3.7
Communication between faculty/ administration/parents/students community	9	6.2	3.7
Unsatisfactory discipline	8	5.5	3.3
Unsatisfactory student achievement/ illiteracy	8	5.5	3.3
Politics in LEA operations	6	4.1	2.5
School board members/actions	6	4.1	2.5
Unionization of staff	4	2.8	1.7
LEA size	3	2.1	1.2
Paperwork	2	1.4	0.8
Other	9	6.2	3.7
Total	242	----	99.9

*Multiple responses allowed. N = 145; of the 160 respondents who were to be asked the question, six believed there were no weakness, six said they did not know, and the responses of three were not ascertained. $\bar{X}$ number of responses/respondent = 1.67.

Table 3

LEA STRENGTHS*

Strength	Frequency	% of Respondents	% of Responses
Faculty	84	58.3	27.3
Curriculum/program	60	41.7	19.5
Administration	49	34.0	15.9
Communication between faculty/ administration/parents/students/ community	31	21.5	10.1
Facilities, materials, equipment	15	10.4	4.9
Parent involvement	12	8.3	3.9
Community support	10	6.9	3.2
Generally good system	10	6.9	3.2
LEA size	9	6.3	2.9
Desegregation program	8	5.6	2.6
School board	8	5.6	2.6
Other	12	8.3	3.9
Total	308	----	100.0

*Multiple responses allowed. N = 144; of the 160 individuals who were to be asked the question, 11 said there were no particular strengths, four said they did not know, and one's response was not ascertained. $\bar{X}$ number of responses/respondent = 2.14.

Table 4

TITLE I INSTRUCTIONAL AREAS*

Instructional Area**	Frequency	% of Respondents	% of Responses
Remedial/corrective reading	131	97.8	44.9
Mathematics	109	81.3	37.3
Language arts/communication skills	14	10.4	4.8
Preschool/kindergarten readiness	11	8.2	3.8
English as a second language	10	7.5	3.4
Bilingual education	10	7.5	3.4
General enrichment	2	1.5	0.7
Music/art	1	0.7	0.3
Health and/or nutrition	1	0.7	0.3
Science	1	0.7	0.3
Social/cultural studies	1	0.7	0.3
Other	1	0.7	0.3
Total	292	----	99.8

*Multiple responses allowed. N = 134; of the 136 individuals (8 School Board Members, 8 Superintendents, 8 Central Office/Title I Staff, 8 Title I Coordinators, 8 District PAC Chairpersons, 28 District PAC Members, 34 Title I Principals, and 34 School-Level PAC Chairpersons) who were asked the question, two stated they did not know.

**The instructional areas listed below include all of those contained in the interview schedules with the exception of "special instructional program for dropouts," which was mentioned by no one.

Table 5

EXTENT OF AGREEMENT BETWEEN DISTRICT-LEVEL RESPONDENTS' CONCEPTIONS AND LEA APPLICATION'S SPECIFICATION OF INSTRUCTIONAL AREAS, BY CATEGORY OF RESPONDENT

Category of Respondent	Agree N	Agree %	Disagree N	Disagree %	Total N
School Board Member	2	(25.0)	6	(75.0)	8
Superintendent	5	(62.5)	3	(37.5)	8
Central Office/Title I Staff	7	(87.5)	1	(12.5)	8
Title I Coordinator	8	(100.0)	0	(0.0)	8
District PAC Chairperson	7	(87.5)	1	(12.5)	8
District PAC Members	22	(78.5)	6	(21.4)	28
Total	51	(75.0)	17	(25.0)	68

Table 6

SUPPORTIVE SERVICES LISTED BY

THOSE BELIEVING THEM TO EXIST*

Supportive Service	Frequency	% of Respondents	% of Responses
Medical/dental	41	43.6	20.4
Psychological, diagnostic, psychiatric	38	40.4	18.9
Counseling	37	39.4	18.4
Resource center	24	25.5	11.9
Social work	18	19.1	9.0
Speech and hearing therapy	17	18.1	8.5
Food	9	9.6	4.5
Clothing	4	4.3	2.0
Library	4	4.3	2.0
Other	9	9.6	4.5
Total	201	----	100.1

*Multiple responses allowed. N = 94; 136 were asked whether there were supportive services (for specification of the respondent categories, see Table 4 footnote). Ninety-five respondents answered in the affirmative, but one of these was unable to provide specification of what the services were. $\overline{X}$ number of services specified/each of the 94 = 2.14.

Table 7

EXTENT OF AGREEMENT BETWEEN DISTRICT-LEVEL RESPONDENTS' CONCEPTIONS AND LEA APPLICATION ON EXISTENCE OF SUPPORTIVE SERVICES, BY CATEGORY OF RESPONDENT

Category of Respondent	Agree N	Agree %	Disagree N	Disagree %	Total N
School Board Member	6	(75.0)	2	(25.0)	8
Superintendent	7	(87.5)	1	(12.5)	8
Central Office/Title I Staff	6	(75.0)	2	(25.0)	8
Title I Coordinator	8	(100.0)	0	(0.0)	8
District PAC Chairperson	7	(87.5)	1	(12.5)	8
District PAC Members	21	(75.0)	7	(25.0)	28
Total	55	(80.9)	13	(19.1)	68

Table 8

EXTENT OF AGREEMENT BETWEEN DISTRICT-LEVEL RESPONDENTS' CONCEPTIONS AND TITLE I APPLICATION'S SPECIFICATIONS REGARDING GRADE LEVELS COVERED BY TITLE I, BY RESPONDENT CATEGORY

	Agree		Disagree		Total
Respondent Category	N	%	N	%	N
School Board Member	4	(50.0)	4	(50.0)	8
Superintendent	3	(37.5)	5	(62.5)	8
Central Office/Title I Staff	5	(62.5)	3	(37.5)	8
Title I Coordinator	6	(75.0)	2	(25.0)	8
District PAC Chairperson	3	(37.5)	5	(62.5)	8
District PAC Members	12	(42.9)	16	(57.1)	28
Total	33	(48.5)	35	(51.5)	68

Table 9

RESPONDENTS' PERCEPTIONS OF METHOD FOR SELECTING TITLE I PARTICIPANTS*

Method	Frequency	% of Respondents	% of Responses
Test scores	117	86.7	55.7
Staff evaluation	49	36.3	23.3
Income-related indices	31	23.0	14.8
Below grade level (method for determination unspecified)	6	4.4	2.9
Previous enrollment in Title I	3	2.2	1.4
Other	4	3.0	1.9
Total	210	----	100.0

*Question was open-ended and multiple codes were used. N = 135; 136 were asked about selection procedures (for respondent categories, see Table 4 footnote), but one of these stated he/she did not know the methods. $\overline{X}$ number of methods specified/each respondent = 1.56.

Table 10

RESPONDENTS' PERCEPTIONS OF

TITLE I PROGRAM OBJECTIVES*

Objectives	Frequency	% of Respondents	% of Responses
Bring children up to grade level in reading and/or math	41	30.1	20.2
Increase skills in reading, math, and/or language arts	41	30.1	20.2
Provide supplemental/individualized instruction by comparison with or in addition to regular classroom	37	27.2	18.2
Bring children up to grade level (general)	26	19.1	12.8
Serve educationally and/or economically disadvantaged children (general)	19	14.0	9.4
Motivate disadvantaged students	14	10.3	6.9
Increase children's skills (general)	10	7.4	4.9
Bring parents, teachers, and/or students closer together	8	5.9	3.9
Social development	3	2.2	1.5
Other	4	2.9	2.0
Total	203	----	100.0

*Question was open-ended and multiple codes were used. N = 135 (for respondent categories, see Table 4 footnote).

Table 11

TITLE I PROGRAM CHANGES

AT DISTRICT LEVEL*

Change	Frequency	% of Respondents	% of Responses
Narrowed/more focused program	35	32.1	20.2
Areas have been added	25	22.9	14.5
Better definition of staff roles; know what supposed to do and how to do it	19	17.4	11.0
More students served	16	14.7	9.2
Better instruction	14	12.8	8.1
Better understanding of program by parents and community	12	11.0	6.9
Better coordination with regular program	10	9.2	5.8
More staff	10	9.2	5.8
More options regarding whether pullout or classroom instruction will be used	8	7.3	4.6
More pullout instruction used	6	5.5	3.5
More equipment/materials	5	4.6	2.9
Less money available	3	2.8	1.7
Less staff	2	1.8	1.2
Other	8	7.3	4.6
Total	173	----	100.0

*Question was open-ended and multiple codes were used. N = 109; 15 (11.9 percent) of the 126 individuals (who included all respondents except School-Level PAC Chairpersons) said there had been no changes or insignificant ones, and two others said they did not know whether there had been changes. $\overline{X}$ number of changes noted/respondent = 1.59.

Table 12

TITLE I PROGRAM CHANGES AT DISTRICT LEVEL, BY LEA SUPPORT FOR PACS

	Greater Support			Average Support			Lesser Support		
Change	N	% of Respondents*	% of Responses	N	% of Respondents**	% of Responses	N	% of Respondents***	% of Responses
Narrowed/more focused program	15	31.3	20.0	17	45.9	30.9	3	12.5	7.0
Areas have been added	9	18.8	12.0	5	13.5	9.1	11	45.8	25.6
Better definition of staff roles	11	22.9	14.7	4	10.8	7.3	4	16.7	9.3
More students served	2	4.2	2.7	5	13.5	9.1	9	37.5	20.9
Better instruction	6	12.5	8.0	4	10.8	7.3	4	16.7	9.3
Better understanding of program by parents and community	7	14.6	9.3	5	13.5	9.1	0	0.0	0.0
Better coordination with regular program	6	12.5	8.0	4	10.8	7.3	0	0.0	0.0
More staff	2	4.2	2.7	5	13.5	9.1	3	12.5	7.0
More options regarding whether pullout or classroom instruction will be used	4	8.3	5.3	1	2.7	1.8	3	12.5	7.0
More pullout	3	6.3	4.0	1	2.7	1.8	2	8.3	4.7
More equipment/materials	0	0.0	0.0	3	8.1	5.5	2	8.3	4.7
Less money available	3	6.3	4.0	0	0.0	0.0	0	0.0	0.0
Less staff	2	4.2	2.7	0	0.0	0.0	0	0.0	0.0
Other	5	10.4	6.7	1	2.7	1.8	2	8.3	4.7
Total	75	----	100.1	55	----	100.1	43	----	100.2

*N = 48. Of the 59 who were asked the question, 11 (18.6 percent) said there had been no changes or insignificant ones. $\bar{X}$ number of changes specified by those who believed there had been changes = 1.56.

**N = 37. Of the 39 who were asked the question, 1 (2.6 percent) said there had been no changes or insignificant ones, and one did not know if there had been changes. $\bar{X}$ number of changes specified by those who believed there had been changes = 1.49.

***N = 24. Of the 28 who were asked the question, 3 (10.7 percent) said there had been no changes or insignificant ones, and one did not know if there had been changes. $\bar{X}$ number of changes specified by those who believed there had been changes = 1.79.

Table 13

TITLE I PROGRAM CHANGES AT DISTRICT LEVEL, BY POSITION OF RESPONDENTS

	LEA Staff			PAC Members		
Change	N	% of Respondents *	% of Responses	N	% of Respondents **	% of Responses
Narrowed/more focused program	31	38.8	23.7	4	13.8	9.5
Areas have been added	18	22.5	13.7	7	24.1	16.7
Better definition of staff roles	15	18.8	11.5	4	13.8	9.5
More students served	10	12.5	7.6	6	20.7	14.3
Better instruction	9	11.3	6.9	5	17.2	11.9
Better understanding of program by parents and community	9	11.3	6.9	3	10.3	7.1
Better coordination with regular program	10	12.5	7.6	0	0.0	0.0
More staff	7	8.8	5.3	3	10.3	7.1
More options regarding whether pullout or classroom instruction will be used	7	8.8	5.3	1	3.4	2.4
More pullout	5	6.3	3.8	1	3.4	2.4
More equipment/materials	1	1.3	0.8	4	13.8	9.5
Less money available	3	3.8	2.3	0	0.0	0.0
Less staff	1	1.3	0.8	1	3.4	2.4
Other	5	6.3	3.8	3	10.3	7.1
Total	131	----	100.0	42	----	99.9

*N = 80. Of the 90 LEA staff (includes all LEA staff in CPI's study), nine (10.0 percent) said there were no changes or only insignificant ones, and one did not know whether there had been changes. $\bar{X}$ number of changes specified by those believing there had been changes = 1.64.

**N = 29. Of the 36 PAC members (includes only District PAC Chairpersons and Members), six (16.7 percent) said there were no changes or only insignificant ones, and one did not know whether there had been changes. $\bar{X}$ number of changes specified by those believing there had been changes = 1.45.

Table 14

TITLE I PROGRAM CHANGES

AT SCHOOL LEVEL*

Change	Frequency	% of Respondents	% of Responses
Better definition of staff roles; know what supposed to do and how to do it	10	20.8	14.9
Narrowed/more focused program	9	18.8	13.4
Areas have been added	7	14.6	10.4
Less money available	6	12.5	9.0
More students served	5	10.4	7.5
More staff	5	10.4	7.5
More options regarding whether pullout or classroom instruction will be used	5	10.4	7.5
Better instruction	4	8.3	6.0
Better understanding of program by parents and community	3	6.3	4.5
Less staff	3	6.3	4.5
More equipment/materials	3	6.3	4.5
More money available	2	4.2	3.0
Better coordination with regular program	2	4.2	3.0
Other	3	6.3	4.5
Total	67	----	100.2

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*Question was open-ended and multiple codes were used. N = 48. Only the 34 Title I Principals and 34 School-Level PAC Chairpersons were to be asked this question. Of these 14 (20.6 percent) stated there had been no changes or only insignificant ones, four said they did not know if there had been changes, and the answers of two people were not ascertained. $\bar{X}$ number of changes per person believing there had been changes = 1.40.

Table 15

TITLE I PROGRAM CHANGES AT SCHOOL LEVEL, BY POSITION OF RESPONDENT

Change	Title I Principals			PAC Members		
	N	% of Respondents[*]	% of Responses	N	% of Respondents[**]	% of Responses
Better definition of staff roles	8	28.6	19.0	2	10.0	8.0
Narrowed/more focused program	6	21.4	14.3	3	15.0	12.0
Areas have been added	4	14.3	9.5	3	15.0	12.0
Less money available	4	14.3	9.5	2	10.0	12.0
More students served	0	0.0	0.0	5	25.0	20.0
More staff	2	7.1	4.8	3	15.0	12.0
More options regarding whether pullout or classroom instruction will be used	5	17.9	11.9	0	0.0	0.0
Better instruction	1	3.6	2.4	3	15.0	12.0
Better understanding of program by parents and community	3	10.7	7.1	0	0.0	0.0
Less staff	3	10.7	7.1	0	0.0	0.0
More equipment/materials	1	3.6	2.4	2	10.0	8.0
More money available	1	3.6	2.4	2	5.0	4.0
Better coordination with regular program	1	3.6	2.4	1	5.0	4.0
Other	3	10.7	7.1	0	0.0	0.0
Total	42	----	99.9	25	----	100.0

[*] N = 28. Four (11.8 percent) of the 34 Title I Principals believed there had been no changes or only insignificant ones, and two did not know whether there had been changes. $\bar{X}$ number of changes/respondent believing there were changes - 1.50.

[**] N = 20. Ten (29.4 percent) of the 34 School-Level PAC Chairpersons believed there had been no changes or only insignificant ones, two did not know whether there had been changes, and the answers of two were not ascertained. $\bar{X}$ number of changes/respondent believing there were changes = 1.25.

Table 16

WHETHER OR NOT TITLE I PAC HAS CHANGED IN PAST FEW YEARS, BY LEVEL OF LEA SUPPORT FOR PACS[*]

Level of Support	PAC Has Changed N	PAC Has Changed %	PAC Has Not Changed N	PAC Has Not Changed %	Total N
Greater support	55	(79.7)	14	(20.3)	69
Average support	33	(68.8)	15	(31.3)	48
Lesser support	20	(60.6)	13	(39.4)	33
Total	108	(72.0)	42	(28.0)	150

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[*] Of the 160 asked this question, nine (5.6 percent) said they did not know if the PAC had changed and one person's answer was not ascertained. These kinds of responses were spread across the LEA's staff and did not affect the pattern outlined in the above table.

Table 17

WHETHER OR NOT TITLE I PAC HAS CHANGED IN PAST FEW YEARS, BY LEVEL OF RESPONDENT*

	PAC Has Changed		PAC Has Not Changed		Total
Level of Respondent	N	%	N	%	N
District level	73	(84.9)	13	(15.1)	86
School level	35	(54.7)	29	(45.3)	64
Total	108	(72.0)	42	(28.0)	150

---

*Of the 160 asked this question, nine (5.6 percent) said they did not know if the PAC had changed and one person's answer was not ascertained. These kinds of responses were spread across the levels of respondents and did not affect the pattern outlined in the above table.

Table 18

KINDS OF CHANGES IN PAC OVER PAST FEW YEARS*

Change	Frequency	% of Respondents	% of Responses
More knowledgeable	44	40.7	19.6
More active	39	36.1	17.4
More involved	32	29.6	14.3
More members	30	27.8	13.4
Better communication/more cooperative	22	20.4	9.8
Better leadership	8	7.4	3.6
Less antagonistic	7	6.5	3.1
More turnover	7	6.5	3.1
More dedicated	6	5.6	2.7
Broader perspective	6	5.6	2.7
More articulate	6	5.6	2.7
More organized	6	5.6	2.7
Less active	5	4.6	2.2
Fewer members	4	3.7	1.8
Other	2	1.9	0.9
Total	224	----	100.0

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[*] Multiple responses allowed and coded for this open-ended question. N = 108, the number of individuals believing there were changes in the PAC over the past few years. $\bar{X}$ number of changes specified/respondent = 2.07.

Table 19

INFLUENCE OF PACS AND OTHER INDIVIDUALS AND GROUPS, OVER VARIOUS AREAS OF TITLE I AS SCALED BY RESPONDENTS*

Frequencies and Percentages For Difftrent Amounts of Influence:

	None (Scaled "0")		A Little (Scaled "1")		A Moderate Amount (Scaled "2")		A Great Deal (Scaled "3")		Total	
District PAC	N	%	N	%	N	%	N	%	N	$\overline{X}$**
Project application	2	(1.3)	16	(10.5)	63	(41.4)	71	(46.7)	152	2.3
Project evaluation/ needs assessment	5	(3.3)	24	(16.0)	57	(38.0)	64	(42.7)	150	2.2
Title I Instructional program	9	(5.9)	27	(17.6)	54	(35.3)	63	(41.2)	153	2.1
Staffing	52	(34.9)	33	(22.1)	28	(18.8)	36	(24.2)	149	1.3
Financial management and budget	15	(9.9)	32	(21.1)	52	(34.2)	53	(34.9)	152	1.9
PAC activity and management	4	(2.6)	9	(5.9)	42	(27.5)	98	(64.1)	153	2.5
Total	87	(9.6)	141	(15.5)	296	(32.6)	385	(42.4)	909	2.1
School-Level PAC										
Project application	23	(14.8)	42	(27.1)	56	(36.1)	34	(21.9)	155	1.7
Project evaluation/ needs assessment	20	(13.1)	29	(19.0)	71	(46.4)	33	(21.6)	153	1.8
Title I Instructional program	19	(12.3)	37	(24.0)	64	(41.6)	34	(22.1)	154	1.7
Staffing	76	(49.7)	36	(23.5)	26	(17.0)	15	(9.8)	153	.9
Financial management and budget	44	(28.4)	46	(29.7)	48	(31.0)	17	(11.1)	155	1.2
PAC activity and management	8	(5.2)	28	(18.1)	66	(42.6)	53	(34.2)	155	2.1
Total	190	(20.5)	218	(23.6)	331	(35.8)	186	(20.1)	925	1.6
Title I Coordinator										
Project application	1	(0.7)	5	(3.3)	25	(16.3)	122	(79.7)	153	2.8
Project evaluation/ needs assessment	0	(0.0)	7	(4.6)	30	(19.6)	116	(75.8)	153	2.7
Title I Instructional program	1	(0.7)	6	(3.9)	45	(29.4)	101	(66.0)	153	2.6
Staffing	9	(5.9)	18	(11.8)	36	(23.5)	90	(58.8)	153	2.4

Table 19, Continued

Frequencies and Percentages

For Different Amounts of Influence:

Title I Coordinator Continued	None (Scaled "0")		A Little (Scaled "1")		A Moderate Amount (Scaled "2")		A Great Deal (Scaled "3")		Total	$\bar{X}$**
	N	%	N	%	N	%	N	%	N	
Financial management and budget	1	(0.7)	5	(3.3)	34	(22.2)	113	(73.9)	153	2.7
PAC activity and management	3	(2.0)	13	(8.5)	42	(27.5)	95	(62.1)	153	2.5
Total	15	(1.6)	54	(5.9)	212	(23.1)	637	(69.4)	918	2.6
Title I Principals										
Project application	9	(5.8)	24	(15.6)	70	(45.5)	51	(33.1)	154	2.1
Project evaluation/needs assessment	4	(2.6)	19	(12.3)	60	(38.7)	72	(46.5)	155	2.3
Title I Instructional program	1	(0.6)	12	(7.8)	37	(24.0)	104	(67.5)	154	2.6
Staffing	4	(2.6)	21	(13.7)	42	(27.5)	86	(56.2)	153	2.4
Financial management and budget	14	(9.3)	40	(26.7)	50	(33.3)	46	(30.7)	150	1.9
PAC activity and management	5	(3.2)	27	(17.5)	63	(40.9)	59	(38.3)	154	2.1
Total	37	(4.0)	143	(15.5)	322	(35.0)	418	(45.4)	920	2.2
Superintendent										
Project application	3	(2.0)	15	(10.2)	46	(31.3)	83	(56.5)	147	2.4
Project evaluation/needs assessment	4	(2.7)	23	(15.8)	43	(29.5)	76	(52.1)	146	2.3
Title I Instructional program	6	(4.1)	21	(14.2)	41	(27.7)	80	(54.1)	148	2.3
Staffing	7	(4.8)	29	(19.7)	36	(24.5)	75	(51.0)	147	2.2
Financial management and budget	4	(2.7)	21	(14.4)	39	(26.7)	82	(56.2)	146	2.4
PAC activity and management	16	(11.1)	41	(28.1)	32	(21.9)	57	(39.1)	146	1.9
Total	40	(4.5)	150	(17.0)	237	(26.9)	453	(51.5)	880	2.3
School Board										
Project application	8	(5.4)	26	(17.4)	39	(26.2)	76	(51.0)	149	2.2
Project evaluation/needs assessment	8	(5.4)	27	(18.2)	49	(33.1)	64	(43.2)	148	2.1
Title I Instructional program	12	(8.1)	33	(22.3)	43	(29.1)	60	(40.5)	148	2.0

Table 19, Continued

School Board Continued	Frequencies and Percentages For Different Amounts of Influence: None (Scaled "0") N	%	A Little (Scaled "1") N	%	A Moderate Amount (Scaled "2") N	%	A Great Deal (Scaled "3") N	%	Total N	$\overline{X}$**
Staffing	15	(10.1)	35	(23.5)	38	(25.5)	61	(40.9)	149	2.0
Financial management and budget	11	(7.4)	25	(16.8)	43	(28.9)	70	(47.0)	149	2.2
PAC activity and management	29	(19.6)	33	(22.3)	34	(23.0)	52	(35.1)	148	1.7
Total	83	(9.3)	179	(20.1)	246	(27.6)	383	(43.0)	891	2.0

*N varies according to the number of "I don't know" responses received.

**For those unfamiliar with scales and means, the figures provided below note the location of the average response on a scale of influence from 0 for no influence to 3 for a great deal of influence. Thus, the first $\overline{X}$ provided below, 2.3, shows the average response regarding the District PAC's influence over the Titla I application to be in between a moderate to a great deal of influence.

Table 20

WAYS PAC COULD HELP BRING ABOUT CHANGES DESIRED BY LEA STAFF*

Ways PAC Could Help	Frequency	% of Respondents	% of Responses
Write letters to decision-makers or contact legislators	13	33.3	25.0
Support staff wishes	10	25.6	19.2
Become more vocal	8	20.5	15.4
Press administration/School Board to make change	6	15.4	11.5
Gain understanding of issues	6	15.4	11.5
Become more organized	5	12.8	9.6
Participate on District PAC (method specified by Title I Principals for School-Level PACs)	2	5.1	3.8
Other	2	5.1	3.8
Total	52	----	99.8

*Multiple responses allowed. N = 39; includes answers from LEA staff saying they desired changes and that the District and/or School-Level PAC could help to bring about at least some of the changes.

Table 21

AVERAGE RANKINGS OF INFLUENCE ON FOUR-POINT SCALE ("0" FOR NO INFLUENCE TO "3" FOR A GREAT DEAL), BY LEVEL OF RESPONDENT*

District PAC	District-Level $\bar{X}$	School-Level $\bar{X}$	School-Level PAC	District-Level $\bar{X}$	School-Level $\bar{X}$
Project application	2.4	2.2	Project application	1.8	1.5
Project evaluation/ needs assessment	2.2	2.2	Project evaluation/ needs assessment	1.9	1.6
Title I instructional program	2.2	2.1	Title I instructional program	1.8	1.6
Staffing	1.3	1.4	Staffing	.9	.8
Financial management and budget	1.8	2.1	Financial management and budget	1.3	1.1
PAC activity and management	2.7	2.3	PAC activity and management	2.7	2.3
Title I Coordinator			**Title I Principals**		
Project application	2.8	2.7	Project application	2.1	2.1
Project evaluation/ needs assessment	2.8	2.6	Project evaluation/ needs assessment	2.3	2.3
Title I instructional program	2.6	2.5	Title I instructional program	2.6	2.5
Staffing	2.3	2.4	Staffing	2.3	2.5
Financial management and budget	2.7	2.6	Financial management and budget	1.9	1.8
PAC activity and management	2.5	2.5	PAC activity and management	2.1	2.2
Superintendent			**School Board**		
Project application	2.4	2.4	Project application	2.1	2.3
Project evaluation/ needs assessment	2.3	2.4	Project evaluation/ needs assessment	2.1	2.2
Title I instructional program	2.3	2.4	Title I instructional program	2.0	2.1
Staffing	2.2	2.3	Staffing	1.9	2.1
Financial management and budget	2.3	2.5	Financial management and budget	2.1	2.3
PAC activity and management	1.8	2.0	PAC activity and management	1.6	1.9

*An average close to 0 would mean that responses averaged "none"; close to 1, "a little"; close to 2, "a moderate amount"; and close to 4, "a great deal."

Table 22

AVERAGE RANKINGS OF INFLUENCE ON FOUR-POINT SCALE

("0" FOR NO INFLUENCE TO "3" FOR A GREAT DEAL),

BY POSITION OF RESPONDENT*

District PAC	LEA Staff $\bar{X}$	PAC Respondent $\bar{X}$
Project application	2.2	2.4
Project evaluation/ needs assessment	2.1	2.4
Title I instructional program	2.0	2.3
Staffing	1.2	1.5
Financial management and budget	1.8	2.2
PAC activity and management	2.5	2.5

Title I Coordinator	LEA Staff $\bar{X}$	PAC Respondent $\bar{X}$
Project application	2.8	2.7
Project evaluation/ needs assessment	2.7	2.7
Title I instructional program	2.5	2.7
Staffing	2.2	2.6
Financial management and budget	2.8	2.5
PAC activity and management	2.5	2.5

Superintendent	LEA Staff $\bar{X}$	PAC Respondent $\bar{X}$
Project application	2.4	2.4
Project evaluation/ needs assessment	2.2	2.4
Title I instructional program	2.3	2.3
Staffing	2.2	2.3
Financial management and budget	2.3	2.4
PAC activity and management	1.8	2.1

School-Level PAC	LEA Staff $\bar{X}$	PAC Respondent $\bar{X}$
Project application	1.5	1.8
Project evaluation/ needs assessment	1.7	1.9
Title I instructional program	1.6	1.9
Staffing	.8	.9
Financial management and budget	1.2	1.3
PAC activity and management	2.0	2.1

Title I Principals	LEA Staff $\bar{X}$	PAC Respondent $\bar{X}$
Project application	1.9	2.3
Project evaluation/ needs assessment	2.1	2.5
Title I instructional program	2.6	2.5
Staffing	2.3	2.4
Financial management and budget	1.7	2.1
PAC activity and management	2.0	2.3

School Board	LEA Staff $\bar{X}$	PAC Respondent $\bar{X}$
Project application	2.1	2.4
Project evaluation/ needs assessment	1.9	2.5
Title I instructional program	1.[illegible]	2.3
Staffing	1.8	2.3
Financial management and budget	2.0	2.4
PAC activity and management	1.5	2.1

*An average of close to 0 would mean that responses averaged "none"; close to 1, "a little"; close to 2, "a moderate amount"; and close to 4, "a great deal."

Table 23

PAC ACTIVITIES*

Activities	Frequency	% of Respondents	% of Responses
Reviewed district's Title I application	122	77.2	5.3
Provided comments to the Title I office about the application	108	68.8	4.7
Participated in the writing of the Title I application	69	43.4	3.0
Reviewed the budget for the Title I program	122	77.2	5.3
Advised the district on changes in the budget	91	57.6	4.0
Advised the Title I office/ principal on who is hired for the Title I program	52	32.9	2.3
Attended meetings, other than PAC meetings, to plan the compensatory education program in the district as a whole	93	58.9	4.1
Advised the district/principal about children's needs in regard to Title I	127	80.9	5.5
Examined how much service the average child gets from the Title I program	109	69.4	4.8
Reviewed the district's plan for evaluation of the Title I program	105	66.5	4.6
Participated in the evaluation of the program	104	65.8	4.5
Reviewed the results of the evaluation of the Title I program	111	7[illegible].3	4.8
Advised the district/principal about the way the Title I program should be run	97	61.0	4.2
Advised the district/principal about ways the Title I program should be changed	103	64.8	4.5
Observed classroom activities	140	88.1	6.1
Participated in field trips	96	60.8	4.2
Participated as an aide in a Title I classroom	82	51.9	3.6

Table 23, Continued

Activities, Continued	Frequency	% of Respondents	% of Responses
Organized training seminars for parents who are not part of the PAC	70	44.0	3.1
Participated in parent/teacher or parent/principal conferences	99	62.7	4.3
Organized conferences or meetings between parents and school personnel	81	50.9	3.5
Sent letters to Title I parents about the program	90	58.1	3.9
Investigated grievances of parents and presented findings and recommendations to district/school personnel	57	36.3	2.5
Worked with teachers to define students' learning goals	68	43.6	3.0
Run a volunteer tutoring program	46	29.3	2.0
Made learning materials	18	11.3	0.8
Participated in state/national PAC activities	13	8.2	0.6
Other	18	11.3	0.8
Total	2,291	----	100.0

*Multiple responses allowed. Respondents were handed this list of activities, basically in the form that it is presented here. Making learning materials and participating in state/national PAC activities were added to the list during coding as they constituted a sizable percentage of responses that individuals made in the "other" category. There were from one to five "I don't knows" for each activity with the mean and mode being two. The percentage of respondents that frequencies represent have been calculated after subtracting the "I don't knows" from 160, the number asked the question.

Table 24

ACTIVITIES PAC IS NOT INVOLVED IN THAT RESPONDENTS BELIEVED IT SHOULD BE INVOLVED IN*

Activities	Frequency	% of Respondents	% of Responses
Reviewed district's Title I application	5	7.9	3.5
Provided comments to the Title I office about the application	3	4.8	2.1
Participated in the writing of the Title I application	7	11.1	4.9
Reviewed the budget for the Title I program	3	4.8	2.1
Advised the district on changes in the budget	2	3.2	1.4
Advised the Title I office/principal on who is hired for the Title I program	4	6.3	2.8
Attended meetings, other than PAC meetings, to plan the compensatory education program in the district as a whole	6	9.5	4.2
Advised the district/principal about children's needs in regard to Title I	3	4.8	2.1
Examined how much service the average child gets from the Title I program	3	4.8	2.1
Reviewed the district's plan for evaluation of the Title I program	2	3.2	1.4
Participated in the evaluation of the program	6	9.5	4.2
Reviewed the results of the evaluation of the Title I program	2	3.2	1.4
Advised the district/principal about the way the Title I program should be run	2	3.2	1.4
Advised the district/principal about ways the Title I program should be changed	7	11.1	4.9
Observed classroom activities	4	6.3	2.8
Participated in field trips	6	9.5	4.2
Participated as an aide in a Title I classroom	4	6.3	2.8

Table 24, Continued

Activities, Continued	Frequency	% of Respondents	% of Responses
Organized training seminars for parents who are not part of the PAC	18	28.6	12.6
Participated in parent/teacher or parent/principal conferences	0	0.0	0.0
Organized conferences or meetings between parents and school personnel	6	9.5	4.2
Sent letters to Title I parents about the program	6	9.5	4.2
Investigated grievances of parents and presented findings and recommendations to district/school personnel	5	7.9	3.5
Worked with teachers to define students' learning goals	5	7.9	3.5
Run a volunteer tutoring program	16	25.4	11.2
Made learning materials	3	4.8	2.1
Participated in state/national PAC activities	6	9.5	4.2
Other	9	14.3	6.3
Total	143	----	100.1

*Multiple responses allowed. N = 63; of the 160 respondents who were to be asked the question, 92 said there were no such activities, two said they did not know whether there were such activities, and three people's answer to the question were not ascertained. $\bar{X}$ number of activities specified/each of the 63 respondents = 2.27. $\bar{X}$ number of activities specified/each of 155 respondents (includes all individuals in the sample except those making no response or an "I don't know" response) = .92.

Table 25

REASONS PAC HAS NOT BEEN INVOLVED IN THE ACTIVITIES RESPONDENTS BELIEVED THEY SHOULD BE INVOLVED IN*

Reasons	Frequency	% of Respondents	% of Responses
It's hard to activate parents	18	35.3	33.3
Never thought of doing the listed activity before	11	21.6	20.4
PAC doesn't have enough time, too busy	9	17.6	16.7
PAC is not sufficiently organized	6	11.8	11.1
PAC members don't have the skills to carry the activity out	3	5.9	5.6
Other	7	13.7	13.0
Total	54	----	100.1

*Multiple responses allowed. N = 51; of the 63 individuals who were to be asked the question, six said they did not know why the PAC had not been involved, and the answers of six others were not ascertained.

Table 26

AFFIRMATIVE AND NEGATIVE RESPONSES TO QUESTIONS PERTAINING TO MEETINGS BETWEEN PAC AND OTHER INDIVIDUALS AND GROUPS REGARDING A TITLE I-RELATED MATTER*

"Has the PAC met with:"	Yes		No		Total
	N	%	N	%	N
SEA or State PAC	37	(33.6)	73	(66.4)	110
School Board	27	(22.9)	91	(77.1)	118
Superintendent	27	(22.7)	92	(77.3)	119
Central Office/Title I Staff	69	(48.3)	74	(51.7)	143
Title I Principals (addressed to the District PAC affiliates only)	15	(34.1)	29	(65.9)	44
Title I Coordinator (addressed to School-Level PACs only)	29	(42.6)	39	(57.4)	68
District PAC (refers to School-Level PACs only)	29	(25.9)	83	(74.1)	112
School-Level PACs	29	(25.9)	83	(74.1)	112
Total	262	(31.7)	564	(68.3)	826

*Different kinds of respondents were asked about meetings with various groups and individuals. The kinds of respondents, by individual or group with which the question was concerned, were as follows:

SEA or State PAC: Title I Coordinators, District PAC Chairpersons and Members, School-Level PAC Chairpersons, and Title I Principals. N = 110 rather than 112 because two respondents registered "I don't know" responses to the question.

School Board: School Board Members, Title I Coordinators, District PAC Chairpersons and Members, School-Level PAC Chairpersons, and Title I Principals. N = 118 rather than 120 because two respondents registered "I don't know" responses to the question.

Superintendent: Superintendents, Title I Coordinators, District PAC Chairpersons and Members, School-Level PAC Chairpersons, and Title I Principals. N = 119 rather than 120 because one respondent registered "I don't know" response to the question.

Central Office/Title I Staff: Central Office Staff, Title I Staff, Title I Coordinators, District PAC Chairpersons and Members, School-Level PAC Chairpersons, and Title I Principals. N = 143 rather than 144 because one person registered an "I don't know" response to the question.

Title I Principals: Title I Coordinators and District PAC Chairpersons and Members.

Title I Coordinator: Title I Principals and School-Level PAC Chairpersons.

District PAC: Title I Coordinators, District PAC Chairpersons and Members, Title I Principals, and School-Level PAC Chairpersons.

School-Level PACs: Title I Coordinators, District PAC Chairpersons and Members, Title I Principals, and School-Level PAC Chairpersons.

Table 27

ACTIONS TAKEN TO BRING ABOUT CHANGE IN AREAS UNSATISFACTORY FROM THE PERSPECTIVE OF PAC RESPONDENTS, BY AREA*

	Frequency of Response to Areas:						Total Responses	
Action	Application	Evaluation	Instructional Program	Budget	PAC Procedures	Staffing	No.	%
Nothing	2	2	9	7	2	2	24	(29.3)
Talked about it at meetings	1	3	3	4	8	3	22	(26.8)
Asked administration for change	1	5	3	3	2	4	18	(22.0)
Met with the administration, school board, et al. about the issue	0	0	3	2	0	1	6	(7.3)
Wrote letters	0	1	6	5	0	0	12	(14.6)
Total	4	11	24	21	12	10	82	(100.0)

*The responses regarding actions taken in 23 situations where the respondent indicated a desire for change were not ascertained, and one person said he/she did not know what action had been taken.

Table 28

FREQUENCY OF PAC MEETINGS,

BY LEVEL OF RESPONDENT*

Level of Respondent	Monthly or More Frequently N	Monthly or More Frequently %	Bi-monthly to 3 Times/Year N	Bi-monthly to 3 Times/Year %	Semiannually to Annually N	Semiannually to Annually %	Total N
District	21	(58.3)	15	(41.7)	0	(0.0)	36
School	26	(40.6)	25	(39.1)	13	(20.3)	64
Total	47	(47.0)	40	(40.0)	13	(13.0)	100

*N=100 rather than the 108 who might have been asked the question because four district-level respondents said they did not know how often the PAC met and four school level respondents stated the PAC never met.

Table 29

REASONS FOR MORE FREQUENT MEETINGS, BY LEVEL OF RESPONDENT

Reason	District Level			School Level		
	N	% of Respondents*	% of Responses	N	% of Respondents**	% of Responses
Orientation	3	10.0	7.7	9	33.3	25.0
Planning	16	53.3	41.0	12	44.4	33.3
Workshops	5	16.7	12.8	11	40.7	30.6
Problems	4	13.3	10.3	3	11.1	8.3
Committee or Executive Board Meetings	11	36.7	28.2	0	0.0	0.0
Other	0	0.0	0.0	1	3.7	2.8
Total	39	----	100.0	36	----	100.0

*Multiple responses allowed. N=30 who said more frequent meetings were held at some times of the year.

**Multiple responses allowed. N=27; reasons for more frequent meetings were not ascertained from one of the 28 respondents who said such meetings were held.

Table 30

RECEIPT OF MINUTES BY PAC MEMBERS BY LEVEL OF RESPONDENT

Level of Respondent	PAC Members Receive Minutes N	%	Minutes Read at Meetings N	%	Minutes Available for Perusal N	%	Minutes not Received N	%	Total N
District level	13	(81.3)	1	(6.3)	1	(6.3)	1	(6.3)	16
School level	12	(26.7)	16	(35.6)	11	(24.4)	6	(13.3)	45*
Total	25	(41.0)	17	(27.9)	12	(19.7)	7	(11.5)	61

*N = 45. Of the 47 school-level respondents who said minutes were kept and were asked this question, two said they didn't know whether PAC members received them.

Table 31

PAC ACTIVITIES, BY LEVEL OF RESPONDENT

Activities	District Level			School Level		
	N	% of Respondents*	% of Responses	N	% of Respondents**	% of Responses
Reviewed district's Title I application	86	95.6	5.4	36	52.9	5.1
Provided comments to the Title I office about the application	77	86.5	4.9	31	45.6	4.4
Participated in the writing of the Title I application	56	61.5	3.5	13	19.1	1.8
Reviewed the budget for the Title I program	87	96.7	5.5	35	51.5	5.0
Advised the district on changes in the budget	67	74.4	4.2	24	35.3	3.4
Advised the Title I office/ principal on who is hired for the Title I program	43	47.8	2.7	9	13.2	1.3
Attended meetings, other than PAC meetings, to plan the compensatory education program in the district as a whole	64	71.1	4.0	29	42.6	4.1
Advised the district/principal about children's needs in regard to Title I	84	93.3	5.3	43	64.2	6.1
Examined how much service the average child gets from the Title I program	70	78.7	4.4	39	57.4	5.5
Reviewed the district's plan for evaluation of the Title I program	79	86.8	5.0	26	38.8	3.7
Participated in the evaluation of the program	70	77.8	4.4	34	50.0	4.8
Reviewed the results of the evaluation of the Title I program	79	86.8	5.0	32	47.8	4.5
Advised the district/principal about the way the Title I program should be run	71	78.0	4.5	26	38.2	3.7
Advised the district/principal about ways the Title I program should be changed	73	80.2	4.6	30	44.1	4.2
Observed classroom activities	84	92.3	5.3	56	82.4	7.9
Participated in field trips	58	64.4	3.7	38	55.9	5.4
Participated as an aide in a Title I classroom	59	65.6	3.7	23	33.8	3.3

Table 31, Continued

Activities, Continued	District Level N	 % of Respondents*	 % of Responses	School Level N	 % of Respondents**	 % of Responses
Organized training seminars for parents who are not part of the PAC	52	57.1	3.3	18	26.5	2.5
Participated in parent/teacher or parent/principal conferences	62	68.9	3.9	37	54.4	5.2
Organized conferences or meetings between parents and school personnel	57	62.6	3.6	24	35.3	3.4
Sent letters to Title I parents about the program	61	69.3	3.9	29	43.3	4.1
Investigated grievances of parents and presented findings and recommendations to district/school personnel	43	48.3	2.7	14	20.6	2.0
Worked with teachers to define students' learning goals	38	43.2	2.4	30	44.1	4.2
Run a volunteer tutoring program	35	39.3	2.2	11	16.2	1.6
Made learning materials	5	5.5	0.3	13	19.1	1.8
Participated in state/national PAC activities	11	12.1	0.7	2	2.9	0.3
Other	13	14.3	0.8	5	7.4	0.7
Total	1584	----	99.9	707	----	100.0

*N varied between 88 and 91 depending on the number of "I don't knows" to a given activity. $\bar{X}$ number of activities, taking into account the "I don't knows" = 17.6.

**N varied between 67 and 68 depending on the number of "I don't knows" to a given activity. $\bar{X}$ number of "I don't knows" = 0.1. $\bar{x}$ number of activities, taking into account the "I don's knows" = 10.4.

Table 32
PAC ACTIVITIES,
BY POSITION OF RESPONDENT

	LEA Staff			PAC Members		
Activities	N	% of Respondents*	% of Responses	N	% of Respondents**	% of Responses
Reviewed district's Title I application	73	82.0	5.4	49	71.0	5.2
Provided comments to the Title I office about the application	66	75.9	4.9	42	60.0	4.5
Participated in the writing of the Title I application	40	44.9	3.0	29	41.4	3.1
Reviewed the budget for the Title I program	69	78.4	5.1	53	75.7	5.7
Advised the district on changes in the budget	51	58.0	3.8	40	57.1	4.3
Advised the Title I office/principal on who is hired for the Title I program	32	36.4	2.4	20	28.6	2.1
Attended meetings, other than PAC meetings, to plan the compensatory education program in the district as a whole	59	67.0	4.4	34	48.6	3.6
Advised the district/principal about children's needs in regard to Title I	75	85.2	5.5	52	75.4	5.5
Examined how much service the average child gets from the Title I program	62	70.5	4.6	47	67.1	5.0
Reviewed the district's plan for evaluation of the Title I program	63	70.8	4.7	42	60.9	4.5
Participated in the evaluation of the program	61	68.5	4.5	43	62.3	4.6
Reviewed the results of the evaluation of the Title I program	68	77.3	5.0	43	61.4	4.6
Advised the district/principal about the way the Title I program should be run	60	67.4	4.4	37	52.9	3.9
Advised the district/principal about ways the Title I program should be changed	63	70.8	4.7	40	57.1	4.3
Observed classroom activities	79	88.8	5.8	61	87.1	6.5
Participated in field trips	61	68.5	4.5	35	50.7	3.7
Participated as an aide in a Title I classroom	52	59.1	3.8	30	42.9	3.2

Table 32, Continued

	LEA Staff			PAC Members		
Activities, Continued	N	% of Respondents*	% of Responses	N	% of Respondents**	% of Responses
Organized training seminars for parents who are not part of the PAC	43	48.3	3.2	27	38.6	2.9
Participated in parent/teacher or parent/principal conferences	56	62.9	4.1	43	62.3	4.6
Organized conferences or meetings between parents and school personnel	48	53.9	3.5	33	47.1	3.5
Sent letters to Title I parents about the program	46	54.1	3.4	44	62.9	4.7
Investigated grievances of parents and presented findings and recommendations to district/school personnel	32	36.8	2.4	25	35.7	2.7
Worked with teachers to define students' learning goals	36	41.9	2.7	32	45.7	3.4
Run a volunteer tutoring program	29	33.3	2.1	17	24.3	1.8
Made learning materials	10	11.2	0.7	8	11.4	0.9
Participated in state/national PAC activities	6	6.7	0.4	7	10.0	0.7
Other	14	15.7	1.0	4	5.7	0.4
Total	1354	----	100.0	937	----	99.9

*N varied between 85 and 89, depending on the number of "I don't knows" to a given activity. $\bar{X}$ number of activities, taking into account the "I don't knows" = 15.4.

**N varied between 67 and 68, depending on the number of "I don't knows" to a given activity. $\bar{X}$ number of activities, taking into account the "I don't knows" = 13.4.

Table 33

STRENGTH OF ASSOCIATION

BETWEEN ACTIVITY AND IMPACT VARIABLES

Activity Variable		Impact Variable	Pearson's Correlation Coefficient	Significance
Average Number of Activities Performed by PAC	X	Average Amount of Influence of District PAC	.6876	.030
Average Percentage of PAC Turnover	X	Average Amount of Influence of District PAC	.3209	.219
Average Percentage of Responses Indicating Meetings with Secondary Parties Were Held	X	Average Amount of Influence of District PAC	.6673	.035
Average Amount of Time Spent by PAC Members on PAC Activities	X	Average Amount of Influence of District PAC	.5321	.087
Average Number of Activities Performed by PAC	X	Average Amount of Influence of School-Level PAC	.8667	.003
Average Percentage of of PAC turnover	X	Average Amount of Influence of School-Level PAC	-.2166	.303
Average Percentage of Responses Indicating Meetings with Secondary Parties Were Held	X	Average Amount of Influence of School-Level PAC	.5814	.065
Average Amount of Time Spent by PAC Members on PAC Activities	X	Average Amount of Influence of School-Level PAC	.6829	.034
Average Number of Activities Performed by PAC	X	Average Amount of Influence of District and School-Level PACs Combined	.8634	.003
Average Percentage of PAC Turnover	X	Average Amount of Influence of District and School-Level PACs Combined	.0594	.444

Table 33, Continued

Activity Variable		Impact Variable	Pearson's Correlation Coefficient	Significance
Average Percentage of Responses Indicating Meetings with Secondary Parties Were Held	X	Average Amount of Influence of District and School-Level PACs Combined	.6918	.029
Average Amount of Time Spent by PAC Members on PAC Activities	X	Average Amount of Influence of District and School-Level PACs Combined	.6716	.034
Average Number of Activities Performed by PAC	X	Average Percentage of Responses Indicating There Were No Results of Discussions with Secondary Parties	.2984	.236
Average Percentage of PAC Turnover	X	Average Percentage of Responses Indicating There Were No Results of Discussions with Secondary Parties	-.2191	.301
Average Percentage of Responses Indicating Meetings with Secondary Parties Were Held	X	Average Percentage of Responses Indicating There Were No Results of Discussions with Secondary Parties	-.1377	.373
Average Amount of Time Spent by PAC Members on PAC Activities	X	Average Percentage of Responses Indicating There Were No Results of Discussions with Secondary Parties	.1315	.378
Average Number of Activities Performed by PAC	X	Average Percentage of Responses Indicating Information Sharing Results of Discussions with Secondary Parties	-.7801	.011
Average Percentage of PAC Turnover	X	Average Percentage of Responses Indicating Information Sharing Results of Discussions with Secondary Parties	.5077	.099

Table 33, Continued

Activity Variable		Impact Variable	Pearson's Correlation Coefficient	Significance
Average Percentage of Responses Indicating Meetings with Secondary Parties Were Held	X	Average Percentage of Responses Indicating Information Sharing Results of Discussions with Secondary Parties	-.1852	.330
Average Amount of Time Spent by PAC Members on PAC Activities	X	Average Percentage of Responses Indicating Information Sharing Results of Discussions with Secondary Parties	-.6969	.027
Average Number of Activities Performed by PAC	X	Average Percentage of Responses Indicating Action Taken as Result of Discussions with Secondary Parties	.8427	.004
Average Percentage of PAC Turnover	X	Average Percentage of Responses Indicating Action Taken as Result of Discussions with Secondary Parties	-.5409	.083
Average Percentage of Responses Indicating Meetings with Secondary Parties were Held	X	Average Percentage of Responses Indicating Action Taken as Result of Discussions with Secondary Parties	.2640	.264
Average Amount of Time Spent by PAC Members on PAC Activities	X	Average Percentage of Responses Indicating Action Taken as Result of Discussions with Secondary Parties	.7943	.009

Table 34

RESPONDENTS' PERCEPTIONS OF PAC RESPONSIBILITIES*

PAC Members' Responsibilities	N	% of Respondents	% of Responses
1. Learn how to help their children	32	20.1	8.4
2. Monitor Title I program to assure it is doing what it is supposed to do	31	19.5	8.1
3. Provide input into decisions regarding Title I and/or the applications for the program	29	18.2	7.6
4. Serve as a link between the school/school district and community/parents/children	27	17.0	7.1
5. Help in planning, implementation, and evaluation of the program	26	16.4	6.8
6. Become involved in the school (general)	26	16.4	6.8
7. Provide input regarding children's needs	24	15.1	6.3
8. Visit classrooms and observe the program in action	23	14.5	6.0
9. Learn what Title I does (general)	21	13.2	5.5
10. Disseminate information to other parents about the program	21	13.2	5.5
11. Encourage other parents to become involved	20	12.6	5.2
12. Provide input regarding the program (general)	19	11.9	5.0
13. Become informed about the Title I regulations, what Title I is supposed to do	18	11.3	4.7
14. Help in the classroom (volunteer)	16	10.1	4.2
15. Provide support to community for school/school system	16	10.1	4.2
16. As a group serve as a mechanism for involving parents	12	7.5	3.1
17. Provide suggestions for change or improvements	8	5.0	2.1
18. As a group serve a social club function	4	2.5	1.0
19. Provide support to decision-makers for school/school system	2	1.3	0.5
20. Help by preparing classroom materials	1	0.6	0.3
21. Other	5	3.1	1.3
Total	381	----	99.7

*Multiple responses were coded. N=159; of the 160 people who were to be asked the question, one person's response was not ascertained.

Table 35

RESPONSIBILITY FOR LOGISTICAL ASPECTS OF PAC OPERATIONS*

	Parties Responsible:						
	PAC		LEA Staff		Both		Total
Logistical Matter	N	%	N	%	N	%	N
Setting time for meeting	14	(17.1)	31	(37.8)	37	(45.1)	82
Setting day for meeting	14	(17.1)	31	(37.8)	37	(45.1)	82
Setting place for meeting	15	(19.0)	33	(41.8)	31	(39.2)	79
Setting agenda for meeting	12	(14.6)	24	(29.3)	46	(56.1)	82
Keeping minutes for meetings	32	(51.6)	28	(45.2)	2	(3.2)	62
Total	87	(22.5)	147	(38.0)	153	(39.5)	387

*N varies by logistical matter although the only ones who were to be asked about the logistics were Title I Coordinators/Principals and District/School-Level PAC Chairpersons (N = 84). One person said he/she did not know who set the time for PAC meetings, and one person's response was not ascertained, leaving an N of 82 as specified above. The same occurred for setting the day for meeting. As for setting the place for the meeting, four said they did not know, and one person's response was not ascertained. The responses of two people were not ascertained for the question having to do with the agenda. The N for the keeping of minutes was reduced from 84, not only because of one "I don't know" response, but also because of 21 responses to the effect that no minutes were kept of PAC meetings.

Table 36

TERM OF MEMBERSHIP, BY LEVEL OF RESPONDENT*

Level of Respondent	One Year		Two Years		As long as Child in Title I		Indefinite/ Indeterminate Term		Only Officers Have Specified Terms		Total
	N	%	N	%	N	%	N	%	N	%	N
District	13	(41.9)	7	(22.6)	2	(6.5)	5	(16.1)	4	(12.9)	31
School	15	(22.4)	2	(3.0)	8	(11.9)	41	(61.2)	1	(1.5)	67
Total	28	(28.6)	9	(9.2)	10	(10.2)	46	(46.9)	5	(5.1)	98

*N for district level = 31, rather than 40, because nine respondents (all of whom were School Board Members, Superintendents, or Central Office/Title I Staff) at that level said they did not know about term of membership. N for school level = 67, rather than 68, because one person's answer to the question was not ascertained.

Table 37

STRENGTH OF ASSOCIATION
BETWEEN RESPONSIBILITY AND ACTIVITY VARIABLES

Responsibility Variable		Activity Variable	Pearson's Correlation Coefficient	Significance
Average Percentage of Responses Concerning PAC Objectives that Called for Direct Input by PAC	X	Average Number of Activities Performed by PAC	.3839	.174
Average Percentage of Respondents Saying There Were PAC By-laws	X	Average Number of Activities Performed by PAC	.3148	.224
Average Percentage of Respondents Indicating Term of Membership=Longer Than One Year	X	Average Number of Activities Performed by PAC	.3259	.215
Average Amount of PAC Control over Logistical Matters	X	Average Number of Activities Performed by PAC	.6328	.046
Average Percentage of Responses Concerning PAC Objectives that Called for Direct Input by PAC	X	Average Percentage of PAC Turnover	-.3824	.175
Average Percentage of Respondents Saying There Were PAC By-laws	X	Average Percentage of PAC Turnover	.0744	.431
Average Percentage of Respondents Indicating Term of Membership=Longer Than One Year	X	Average Percentage of PAC Turnover	.4632	.124
Average Amount of PAC Control over Logistical Matters	X	Average Percentage of PAC Turnover	.1921	.324

Table 37, Continued

Responsibility Variable		Activity Variable	Pearson's Correlation Coefficient	Significance
Average Percentage of Responses Concerning PAC Objectives that Called for Direct Input by PAC	X	Average Percentage of Responses Indicating Meetings with Secondary Parties Were Held	.2318	.290
Average Percentage of Respondents Saying There Were PAC By-laws	X	Average Percentage of Responses Indicating Meetings with Secondary Parties Were Held	.4266	.146
Average Percentage of Respondents Indicating Term of Membership=Longer Than One Year	X	Average Percentage of Responses Indicating Meetings with Secondary Parties Were held	.6147	.052
Average Amount of PAC Control over Logistical Matters	X	Average Percentage of Responses Indicating Meetings with Secondary Parties Were Held	.3939	.167
Average Percentage of Responses Concerning PAC Objectives that Called for Direct Input by PAC	X	Average Amount of Time Spent by PAC Members on PAC Activities	.3644	.174
Average Percentage of Respondents Saying There Were PAC By-laws	X	Average Amount of Time Spent by PAC Members on PAC Activities	.3341	.209
Average Percentage of Respondents Indicating Term of Membership=Longer Than One Year	X	Average Amount of Time Spent by PAC Members on PAC Activities	.1937	.323
Average Amount of PAC Control over Logistical Matters	X	Average Amount of Time Spent by PAC Members on PAC Activities	.4472	.133

Table 38

STRENGTH OF ASSOCIATION

BETWEEN RESPONSIBILITY AND IMPACT VARIABLES

Responsibility Variable		Impact Variable	Pearson's Correlation Coefficient	Significance
Average Percentage of Responses Concerning PAC Objectives that Called for Direct Input by PAC	X	Average Amount of Influence of District PAC	.2882	.244
Average Percentage of Respondents Saying There Were PAC By-laws	X	Average Amount of Influence of District PAC	.2902	.243
Average Percentage of Respondents Indicating Term of Membership=Longer Than One Year	X	Average Amount of Influence of District PAC	.6526	.040
Average Amount of PAC Control over Logistical Matters	X	Average Amount of Influence of District PAC	.9133	.001
Average Percentage of Responses Concerning PAC Objectives that Called for Direct Input by PAC	X	Average Amount of Influence of School-Level PAC	.0554	.448
Average Percentage of Respondents Saying There Were PAC By-laws	X	Average Amount of Influence of School-Level PAC	.0954	.411
Average Percentage of Respondents Indicating Term of Membership=Longer Than One Year	X	Average Amount of Influence of School-Level PAC	.3335	.210
Average Amount of PAC Control over Logistical Matters	X	Average Amount of Influence of School-Level PAC	.4069	.159

Table 38, Continued

Responsibility Variable		Impact Variable	Pearson's Correlation Coefficient	Significance
Average Percentage of Responses Concerning PAC Objectives that Called for Direct Input by PAC	X	Average Amount of Influence of District and School-Level PACs Combined	.1894	.327
Average Percentage of Respondents Saying There Were PAC Bylaws	X	Average Amount of Influence of District and School-Level PACs Combined	.2129	.306
Average Percentage of Respondents Indicating Term of Membership=Longer Than One Year	X	Average Amount of Influence of District and School-Level PACs Combined	.5531	.078
Average Amount of PAC Control over Logistical Matters	X	Average Amount of Influence of District and School-Level PACs Combined	.7358	.019
Average Percentage of Responses Concerning PAC Objectives that Called for Direct Input by PAC	X	Average Percentage of Responses Indicating There Were No Results of Discussions with Secondary Parties	.7632	.014
Average Percentage of Respondents Saying There Were PAC Bylaws	X	Average Percentage of Responses Indicating There Were No Results of Discussions with Secondary Parties	.4052	.160
Average Percentage of Respondents Indicating Term of Membership=Longer Than One Year	X	Average Percentage of Responses Indicating There Were No Results of Discussions with Secondary Parties	-.1428	.368
Average Amount of PAC Control over Logistical Matters	X	Average Percentage of Responses Indicating There Were No Results of Discussions with Secondary Parties	.6259	.048

Table 38, Continued

Responsibility Variable		Impact Variable	Pearson's Correlation Coefficient	Significance
Average Percentage of Responses Concerning PAC Objectives that Called for Direct Input by PAC	X	Average Percentage of Responses Indicating Information-Sharing Results of Discussions with Secondary Parties	-.8137	.007
Average Percentage of Respondents Saying There Were PAC By-laws	X	Average Percentage of Responses Indicating Information-Sharing Results of Discussions with Secondary Parties	-.2867	.246
Average Percentage of Respondents Indicating Term of Membership=Longer Than One Year	X	Average Percentage of Responses Indicating Information-Sharing Results of Discussions with Secondary Parties	.1663	.347
Average Amount of PAC Control over Logistical Matters	X	Average Percentage of Responses Indicating Information- Sharing Results of Discussions with Secondary Parties	-.6344	.046
Average Percentage of Responses Concerning PAC Objectives that Called for Direct Input by PAC	X	Average Percentage of Responses Indicating Action Taken as Result of Discussions with Secondary Parties	.7405	.018
Average Percentage of Respondents Saying There Were PAC By-laws	X	Average Percentage of Responses Indicating Action Taken as Result of Discussions with Secondary Parties	.2192	.301
Average Percentage of Respondents Indicating Term of Membership=Longer Than One Year	X	Average Percentage of Responses Indicating Action Taken as Result of Discussions with Secondary Parties	-.1554	.357
Average Amount of PAC Control over Logistical Matters	X	Average Percentage of Responses Indicating Action Taken as Result of Discussions with Secondary Parties	.5679	.071

Table 39

STRENGTH OF ASSOCIATION

BETWEEN MEMBERSHIP CHARACTERISTICS AND ACTIVITY VARIABLES

Membership Characteristics Variable		Activity Variable	Pearson's Correlation Coefficient	Significance
Average Percentage of Membership Belonging to PAC Before 1977-1978 School Year	X	Average Number of Activities Performed by PAC	.3949	.166
Average Percentage of Membership Joining PAC After Beginning of 1977-1978 School Year	X	Average Number of Activities Performed by PAC	-.1689	.345
Average Degree of Activity of PAC Membership	X	Average Number of Activities Performed by PAC	.7036	.026
Percentage of PAC Respondents Who Were Housewives	X	Average Number of Activities Performed by PAC	.0723	.432
Percentage of PAC Respondents Having Education Beyond High School	X	Average Number of Activities Performed by PAC	.4507	.131
Average Length of PAC Respondents' Service on PAC	X	Average Number of Activities Performed by PAC	.3122	.226
Average Number of Organizations Belonged to by PAC Respondents	X	Average Number of Activities Performed by PAC	-.0035	.497
Average Degree of Delegate Orientation in Beliefs About Representation PAC Respondents'	X	Average Number of Activities Performed by PAC	.3185	.221
Average Percentage of Membership Belonging to PAC Before 1977-1978 School Year	X	Average Percentage of PAC Turnover	-.0252	.476

Table 39, Continued

Membership Characteristics Variable		Activity Variable	Pearson's Correlation Coefficient	Significance
Average Percentage of Membership Joining PAC After Beginning of 1977-1978 School Year	X	Average Percentage of PAC Turnover	-.7727	.012
Average Degree of Activity of PAC Membership	X	Average Percentage of PAC Turnover	.5691	.070
Percentage of PAC Respondents Who Were Housewives	X	Average Percentage of PAC Turnover	.0960	.411
Percentage of PAC Respondents Having Education Beyond High School	X	Average Percentage of PAC Turnover	.0443	.458
Average Length of PAC Respondents' Service on PAC	X	Average Percentage of PAC Turnover	-.2954	.239
Average Number of Organizations Belonged to by PAC Respondents	X	Average Percentage of PAC Turnover	.2883	.244
Average Degree of Delegate Orientation in PAC Respondents' Beliefs About Representation	X	Average Percentage of PAC Turnover	.5020	.100
Average Percentage of Membership Belonging to PAC Before 1977-1978 School Year	X	Average Percentage of Responses Indicating Meetings with Secondary Parties Were Held	.3209	.219
Average Percentage of Membership Joining PAC After Beginning of 1977-1978 School Year	X	Average Percentage of Responses Indicating Meetings with Secondary Parties Were Held	.3596	.191
Average Degree of Activity of PAC Membership	X	Average Percentage of Responses Indicating Meetings with Secondary Parties Were Held	-.0068	.494

Table 39, Continued

Membership Characteristics Variable		Activity Variable	Pearson's Correlation Coefficient	Significance
Percentage of PAC Respondents Who Were Housewives	X	Average Percentage of Responses Indicating Meetings with Secondary Parties Were Held	-.0283	.473
Percentage of PAC Respondents Having Education Beyond High School	X	Average Percentage of Responses Indicating Meetings with Secondary Parties Were Held	.3183	.221
Average Length of PAC Respondents' Service on PAC	X	Average Percentage of Responses Indicating Meetings with Secondary Parties Were Held	.2265	.295
Average Number of Organizations Belonged to by PAC Respondents	X	Average Percentage of Responses Indicating Meetings with Secondary Parties Were Held	.4399	.138
Average Degree of Delegate Orientation in PAC Respondents' Beliefs about Representation	X	Average Percentage of Responses Indicating Meetings with Secondary Parties Were Held	.8107	.007
Average Percentage of Membership Belonging to PAC Before 1977-1978 School Year	X	Average Amount of Time Spent by PAC Members on PAC Activities	.5012	.103
Average Percentage of Membership Joining PAC After Beginning of 1977-1978 School Year	X	Average Amount of Time Spent by PAC Members on PAC Activities	-.1092	.398
Average Degree of Activity of PAC Membership	X	Average Amount of Time Spent by PAC Members on PAC Activities	.2893	.244
Percentage of PAC Respondents Who Were Housewives	X	Average Amount of Time Spent by PAC Members on PAC Activities	.0629	.441
Percentage of PAC Respondents Having Education Beyond High School	X	Average Amount of Time Spent by PAC Members on PAC Activities	.1723	.342

Table 39, Continued

Membership Characteristics Variable		Activity Variable	Pearson's Correlation Coefficient	Significance
Average Length of PAC Respondents' Service on PAC	X	Average Amount of Time Spent by PAC Members on PAC Activities	.4118	.155
Average Number of Organizations Belonged to by PAC Respondents	X	Average Amount of Time Spent by PAC Members on PAC Activities	.1779	.337
Average Degree of Delegate Orientation in PAC Respondents' Beliefs About Representation	X	Average Amount of Time Spent by PAC Members on PAC Activities	.2766	.254

Table 40

STRENGTH OF ASSOCIATION

BETWEEN MEMBERSHIP CHARACTERISTICS AND IMPACT VARIABLES

Membership Characteristics Variable		Impact Variable	Pearson's Correlation Coefficient	Significance
Average Percentage of Membership Belonging to PAC Before 1977-1978 School Year	X	Average Amount of Influence of District PAC	.5487	.080
Average Percentage of Membership Joining PAC After Beginning of 1977-1978 School Year	X	Average Amount of Influence of District PAC	.3778	.178
Average Degree of Activity of PAC Membership	X	Average Amount of Influence of District PAC	.2304	.292
Percentage of PAC Respondents Who Were Housewives	X	Average Amount of Influence of District PAC	-.0045	.496
Percentage of PAC Respondents Having Education Beyond High School	X	Average Amount of Influence of District PAC	.4611	.125
Average Length of PAC Respondents' Service on PAC	X	Average Amount of Influence of District PAC	.2330	.289
Average Number of Organizations Belonged to by PAC Respondents	X	Average Amount of Influence to District PAC	.2658	.262
Average Degree of Delegate Orientation in PAC Respondents' Beliefs About Representation	X	Average Amount of Influence to District PAC	.6331	.046
Average Percentage of Membership Belonging to PAC Before 1977-1978 School Year	X	Average Amount of Influence of School-Level PAC	.0032	.497

Table 40, Continued

Membership Characteristics Variable		Impact Variable	Pearson's Correlation Coefficient	Significance
Average Percentage of Membership Joining PAC After Beginning of 1977-1978 School Year	X	Average Amount of Influence of School-Level PAC	-.1726	.341
Average Degree of Activity of PAC Membership	X	Average Amount of Influence of School-Level PAC	.6922	.029
Percentage of PAC Respondents Who Were Housewives	X	Average Amount of Influence of School-Level PAC	.2806	.250
Percentage of PAC Respondents Having Education Beyond High School	X	Average Amount of Influence of School-Level PAC	.4216	.149
Average Length of PAC Respondents' Service on PAC	X	Average Amount of Influence of School-Level PAC	-.0930	.413
Average Number of Organizations Belonged to by PAC Respondents	X	Average Amount of Influence of School-Level PAC	.0672	.437
Average Degree of Delegate Orientation in PAC Respondents' Beliefs About Representation	X	Average Amount of Influence of School-Level PAC	.5505	.079
Average Percentage of Membership Belonging to PAC Before 1977-1978 School Year	X	Average Amount of Influence of District and School-Level PACs Combined	.3089	.228
Average Percentage of Membership Joining PAC After Beginning of 1977-1978 School Year	X	Average Amount of Influence of District and School-Level PACs Combined	.1135	.395
Average Degree of Activity of PAC Membership	X	Average Amount of Influence of District and School-Level PACs Combined	.5150	.096

Table 40, Continued

Membership Characteristics Variable		Impact Variable	Pearson's Correlation Coefficient	Significance
Percentage of PAC Respondents Who Were Housewives	X	Average Amount of Influence of District and School-Level PACs Combined	.1491	.362
Percentage of PAC Respondents Having Education Beyond High School	X	Average Amount of Influence of District and School-Level PACs Combined	.4970	.105
Average Length of PAC Respondents' Service on PAC	X	Average Amount of Influence of District and School-Level PACs Combined	.0793	.426
Average Number of Organizations Belonged to by PAC Respondents	X	Average Amount of Influence of District and School-Level PACs Combined	.1875	.328
Average Degree of Delegate Orientation in PAC Respondents' Beliefs About Representation	X	Average Amount of Influence of District and School-Level PACs Combined	.6598	.038
Average Percentage of Membership Belonging to PAC Before 1977-1978 School Year	X	Average Percentage of Responses Indicating There Were No Results of Discussions with Secondary Parties	.4737	.118
Average Percentage of Membership Joining PAC After Beginning of 1977-1978 School Year	X	Average Percentage of Responses Indicating There Were No Results of Discussions with Secondary Parties	.2222	.298
Average Degree of Activity of PAC Membership	X	Average Percentage of Responses Indicating There Were No Results of Discussions with Secondary Parties	.1204	.388
Percentage of PAC Respondents Who Were Housewives	X	Average Percentage of Responses Indicating There Were No Results of Discussions with Secondary Parties	-.0432	.460

Table 40, Continued

Membership Characteristics Variable		Impact Variable	Pearson's Correlation Coefficient	Significance
Percentage of PAC Respondents Having Education Beyond High School	X	Average Percentage of Responses Indicating There Were No Results of Discussions with Secondary Parties	-.1257	.383
Average Length of PAC Respondents' Service on PAC	X	Average Percentage of Responses Indicating There Were No Results of Discussions with Secondary Parties	.4206	.150
Average Number of Organizations Belonged to by PAC Respondents	X	Average Percentage of Responses Indicating There Were No Results of Discussions with Secondary Parties	-.4440	.135
Average Degree of Delegate Orientation in PAC Respondents' Beliefs About Representation	X	Average Percentage of Responses Indicating There Were No Results of Discussions with Secondary Parties	-.4450	.135
Average Percentage of Membership Belonging to PAC Before 1977-1978 School Year	X	Average Percentage of Responses Indicating Information-Sharing Results of Discussions with Secondary Parties	-.4280	.145
Average Percentage of Membership Joining PAC After Beginning of 1977-1978 School Year	X	Average Percentage of Responses Indicating Information-Sharing Results of Discussions with Secondary Parties	.1101	.398
Average Degree of Activity of PAC Membership	X	Average Percentage of Responses Indicating Information- Sharing Results of Discussions with Secondary Parties	-.4224	.149
Percentage of PAC Respondents Who Were Housewives	X	Average Percentage of Responses Indicating Information-Sharing Results of Discussions with Secondary Parties	-.1449	.366

Table 40, Continued

Membership Characteristics Variable		Impact Variable	Pearson's Correlation Coefficient	Significance
Percentage of PAC Respondents Having Education Beyond High School	X	Average Percentage of Responses Indicating Information-Sharing Results of Discussions with Secondary Parties	-.0800	.425
Average Length of PAC Respondents' Service on PAC	X	Average Percentage of Responses Indicating Information-Sharing Results of Discussions with Secondary Parties	-.3619	.189
Average Number of Organizations Belonged to by PAC Respondents	X	Average Percentage of Responses Indicating Information-Sharing Results of Discussions with Secondary Parties	.2944	.240
Average Degree of Delegate Orientation in PAC Respondents' Beliefs About Representation	X	Average Percentage of Responses Indicating Information-Sharing Results of Discussions with Secondary Parties	.1889	.327
Average Percentage of Membership Belonging to PAC Before 1977-1978 School Year	X	Average Percentage of Responses Indicating Action Taken as Result of Discussions with Secondary Parties	.3673	.185
Average Percentage of Membership Joining PAC After Beginning of 1977-1978 School Year	X	Average Percentage of Responses Indicating Action Taken as Result of Discussions with Secondary Parties	-.2000	.317
Average Degree of Activity of PAC Membership	X	Average Percentage of Responses Indicating Action Taken as Result of Discussions with Secondary Parties	.4689	.121
Percentage of PAC Respondents Who Were Housewives	X	Average Percentage of Responses Indicating Action Taken as Result of Discussions with Secondary Parties	.1867	.329

Table 40, Continued

Membership Characteristics Variable		Impact Variable	Pearson's Correlation Coefficient	Significance
Percentage of PAC Respondents Having Education Beyond High School	X	Average Percentage of Responses Indicating Information-Sharing Results of Discussions with Secondary Parties	-.0573	.446
Average Length of PAC Respondents' Service on PAC	X	Average Percentage of Responses Indicating Information-Sharing Results of Discussions with Secondary Parties	.3045	.232
Average Number of Organizations Belonged to by PAC Respondents	X	Average Percentage of Responses Indicating Information-Sharing Results of Discussions with Secondary Parties	-.2165	.303
Average Degree of Delegate Orientation in PAC Respondents' Beliefs About Representation	X	Average Percentage of Responses Indicating Information-Sharing Results of Discussions with Secondary Parties	-.0898	.416

Table 41

METHODS OF RECRUITMENT*

Method	Frequency	% of Respondents	% of Responses
Elected	37	37.3	34.9
Appointed	10	10.1	9.4
Self-Selected (Volunteered)	59	59.6	55.7
Total	106	----	100.0

*Multiple responses allowed. N = 99; of the 108 people who were to be asked the question, eight said they did not know and one person's response was not ascertained.

Table 42

METHOD OF PAC MEMBER RECRUITMENT, BY LEVEL OF RESPONDENT

Method of Selection	District Level N	District Level % of Respondents*	District Level % of Responses	School Level N	School Level % of Respondents**	School Level % of Responses
Elected	30	88.2	78.9	7	10.8	10.3
Appointed	1	2.9	2.6	9	13.8	13.2
Self-selected (Volunteered)	7	20.6	18.4	52	80.8	76.5
Total	38	----	99.9	68	----	100.0

*N = 34. Of the 40 (Superintendents, School Board Members, Title I Coordinators, eight Central Office/Title I Staff and District PAC Chairpersons) who were asked the question, six said they did not know the method of selection.

**N = 65. Of the 68 (Title I Principals and School-Level PAC Chairpersons) who were to be asked the question, two said they did not know the method of selection, and one person's answer was not ascertained.

Table 43

METHOD BY WHICH RESPONDENT PAC MEMBERS AND CHAIRPERSONS WERE SELECTED FOR THEIR POSITIONS, BY LEVEL OF RESPONDENT

Level of Respondent	Elected N	Elected %	Appointed N	Appointed %	Volunteered N	Volunteered %	Total N
District	24	(66.7)	4	(11.1)	8	(22.2)	36
School*	8	(32.0)	11	(44.0)	6	(17.6)	25
Total	32	(52.5)	15	(24.6)	14	(23.0)	61

*Nine school-level respondents who answered in the capacity of School-Level PAC Chairperson have been omitted from this analysis because they did not actually hold that position.

Table 44

EDUCATIONAL ACHIEVEMENT OF PAC RESPONDENTS, BY METHOD OF RECRUITMENT*

Method of Selection	High School Diploma or Less N	High School Diploma or Less %	Post-High School Education N	Post-High School Education %	Total N
Elected	19	(59.4)	13	(40.6)	32
Appointed	11	(73.3)	4	(26.7)	15
Volunteered	11	(78.6)	3	(21.4)	14
Total	41	(67.2)	20	(32.8)	61

*Nine individuals omitted from analysis because their method of selection could not appropriately be specified (cf. Table 43). Seven of those omitted had high school diplomas and two had post-high school educations.

Table 45

OCCUPATION OF PAC RESPONDENTS, BY METHOD OF RECRUITMENT*

Method of Selection	Housewife N	Housewife %	Employed Outside Home N	Employed Outside Home %	Total N
Elected	15	(48.4)	16	(51.6)	31
Appointed	7	(46.7)	8	(53.3)	15
Volunteered	10	(71.4)	4	(28.6)	14
Total	32	(53.3)	28	(46.7)	60

*Ten respondents omitted from analysis--nine because their method of selection could not appropriately be specified (cf. Table 43) and one because his/her occupation was not ascertained. The effects of these omissions is unknown.

Table 46

PAC RESPONDENTS' BELIEFS ABOUT REPRESENTATION AS REFLECTED IN ANSWERS TO THE QUESTION, "WHEN MAKING DECISIONS ABOUT THE TITLE I PROGRAM, WOULD YOU SAY YOU GENERALLY TRY TO DO WHAT MOST PARENTS WANT OR TRY TO LOOK AT THE FACTS AND MAKE THE BEST DECISION YOU CAN?" BY METHOD OF RECRUITMENT*

	Do What Most Parents Want		Look at the Facts		Both		Total
Method of Selection	N	%	N	%	N	%	N
Elected	11	(34.4)	16	(50.0)	5	(15.6)	32
Appointed	2	(16.7)	6	(50.0)	4	(33.3)	12
Volunteered	2	(14.3)	11	(78.6)	1	(7.1)	14
Total	15	(25.9)	33	(56.9)	10	(17.2)	58

*Twelve respondents were dropped from analysis. Nine were omitted because they could not appropriately answer the question on selection (cf. Table 43 footnote); two of these said they did not know which perspective they would take. Three others were omitted because they said they did not know how to answer the question stated in the heading to this table.

Table 47

STRENGTH OF ASSOCIATION BETWEEN RECRUITMENT AND MEMBERSHIP CHARACTERISTICS VARIABLES

Recruitment Variable		Membership Characteristics Variable	Pearson's Correlation Coefficient	Significance
Percentage of Responses Concerning General PAC Recruitment Indicating PAC Members=Elected	X	Average Percentage of Membership Belonging to PAC Before 1977-1978 School Year	.4254	.147
Percentage of Responses Concerning General PAC Recruitment Indicating PAC Members=Appointed	X	Average Percentage of Membership Belonging to PAC Before 1977-1978 School Year	.3100	.227
Percentage of Responses Concerning General PAC Recruitment Indicating PAC Members=Self-Selected (Volunteered)	X	Average Percentage of Membership Belonging to PAC Before 1977-1978 School Year	-.6153	.052
Percentage of PAC Respondents Who Were Elected	X	Average Percentage of Membership Belonging to PAC Before 1977-1978 School Year	.8448	.004
Percentage of PAC Respondents Who Were Appointed	X	Average Percentage of Membership Belonging to PAC Before 1977-1978 School Year	-.5436	.082
Percentage of PAC Respondents Who Volunteered	X	Average Percentage of Membership Belonging to PAC Before 1977-1978 School Year	-.9153	.001
Percentage of Responses Concerning General PAC Recruitment Indicating PAC Members=Elected	X	Average Percentage of Membership Joining PAC After Beginning of 1977-1978 School Year	-.0494	.454
Percentage of Responses Concerning General PAC Recruitment Indicating PAC Members=Appointed	X	Average Percentage of Membership Joining PAC After Beginning of 1977-1978 School Year	.1858	.330

Table 47, Continued

Recruitment Variable		Membership Characteristics Variable	Pearson's Correlation Coefficient	Significance
Percentage of Responses Concerning General PAC Recruitment Indicating PAC Members=Self-Selected (Volunteered)	X	Average Percentage of Membership Joining PAC After Beginning of 1977-1978 School Year	-.4230	.148
Percentage of PAC Respondents Who Were Elected	X	Average Percentage of Membership Joining PAC After Beginning of 1977-1978 School Year	.1078	.400
Percentage of PAC Respondents Who Were Appointed	X	Average Percentage of Membership Joining PAC After Beginning of 1977-1978 School Year	.0536	.450
Percentage of PAC Respondents Who Volunteered	X	Average Percentage of Membership Joining PAC After Beginning of 1977-1978 School Year	-.2312	.291
Percentage of Responses Concerning General PAC Recruitment Indicating PAC Members=Elected	X	Average Degree of Activity of PAC Membership	.6138	.053
Percentage of Responses Concerning General PAC Recruitment Indicating PAC Members=Appointed	X	Average Degree of Activity of PAC Membership	-.2828	.249
Percentage of Responses Concerning General PAC Recruitment Indicating PAC Members=Self-Selected (Volunteered)	X	Average Degree of Activity of PAC Membership	-.3276	.214
Percentage of PAC Respondents Who Were Elected	X	Average Degree of Activity of PAC Membership	.1834	.332
Percentage of PAC Respondents Who Were Appointed	X	Average Degree of Activity of PAC Membership	-.4942	.107

Table 47, Continued

Recruitment Variable		Membership Characteristics Variable	Pearson's Correlation Coefficient	Significance
Percentage of PAC Respondents Who Volunteered	X	Average Degree of Activity of PAC Membership	.1509	.361
Percentage of Responses Concerning General PAC Recruitment Indicating PAC Members=Elected	X	Percentage of PAC Respondents Who Were Housewives	-.2317	.290
Percentage of Responses Concerning General PAC Recruitment Indicating PAC Members=Appointed	X	Percentage of PAC Respondents Who Were Housewives	.1377	.373
Percentage of Responses Concerning General PAC Recruitment Indicating PAC Members=Self-Selected (Volunteered)	X	Percentage of PAC Respondents Who Were Housewives	.1270	.382
Percentage of PAC Respondents Who Were Elected	X	Percentage of PAC Respondents Who Were Housewives	-.6009	.058
Percentage of PAC Respondents Who Were Appointed	X	Percentage of PAC Respondents Who Were Housewives	.3938	.167
Percentage of PAC Respondents Who Volunteered	X	Percentage of PAC Respondents Who Were Housewives	.6444	.042
Percentage of Responses Concerning General PAC Recruitment Indicating PAC Members=Elected	X	Percentage of PAC Respondents Having Education Beyond High School	.4866	.111
Percentage of Responses Concerning General PAC Recruitment Indicating PAC Members=Approved	X	Percentage of PAC Respondents Having Education Beyond High School	.0873	.419
Percentage of Responses Concerning General PAC Recruitment Indicating PAC Members=Self-Selected (Volunteered)	X	Percentage of PAC Respondents Having Education Beyond High School	-.7675	.013

Table 47, Continued

Recruitment Variable		Membership Characteristics Variable	Pearson's Correlation Coefficient	Significance
Percentage of PAC Respondents Who Were Elected	X	Percentage of PAC Respondents Having Education Beyond High School	.5130	.097
Percentage of PAC Respondents Who Were Appointed	X	Percentage of PAC Respondents Having Education Beyond High School	-.4184	.151
Percentage of PAC Respondents Who Volunteered	X	Percentage of PAC Respondents Having Education Beyond High School	-.4737	.118
Percentage of Responses Concerning General PAC Recruitment Indicating PAC Members=Elected	X	Average Length of PAC Respondents' Service on PAC	-.4362	.140
Percentage of Responses Concerning General PAC Recruitment Indicating PAC Members=Appointed	X	Average Length of PAC Respondents' Service on PAC	-.0777	.427
Percentage of Responses Concerning General PAC Recruitment Indicating PAC Members=Self-Selected (Volunteered)	X	Average Length of PAC Respondents' Service on PAC	.4362	.140
Percentage of PAC Respondents Who Were Elected	X	Average Length of PAC Respondents' Service on PAC	.8314	.005
Percentage of PAC Respondents Who Were Appointed	X	Average Length of PAC Respondents' Service on PAC	-.6061	.056
Percentage of PAC Respondents Who Volunteered	X	Average Length of PAC Respondents' Service on PAC	-.8345	.005
Percentage of Responses Concerning General PAC Recruitment Indicating PAC Members=Elected	X	Average Number of Organizations Belonged to by PAC Respondents	-.3052	.231

Table 47, Continued

Recruitment Variable		Membership Characteristics Variable	Pearson's Correlation Coefficient	Significance
Percentage of Responses Concerning General PAC Recruitment Indicating PAC Members-Appointed	X	Average Number of Organizations Belonged to by PAC Respondents	.3510	.197
Percentage of Responses Concerning General PAC Recruitment Indicating PAC Members=Self-Selected (Volunteered)	X	Average Number of Organizations Belonged to by PAC Respondents	.0600	.444
Percentage of PAC Respondents Who Were Elected	X	Average Number of Organizations Belonged to by PAC Respondents	.2805	.251
Percentage of PAC Respondents Who WEre Appointed	X	Average Number of Organizations Belonged to by PAC Respondents	.0917	.414
Percentage of PAC Respondents Who Volunteered	X	Average Number of Organizations Belonged to by PAC Respondents	-.5569	.076
Percentage of Responses Concerning General PAC Recruitment Indicating PAC Members=Elected	X	Average Degree of Delegate Orientation in PAC Respondents' Beliefs About Representation	-.1615	.357
Percentage of Responses Concerning General PAC Recruitment Indicating PAC Members=Appointed	X	Average Degree of Delegate Orientation in PAC Respondents' Beliefs About Representation	.1968	.320
Percentage of Responses Concerning General PAC Recruitment Indicating PAC Members=Self-Selected (Volunteered)	X	Average Degree of Delegate Orientation in PAC Respondents' Beliefs About Representation	-.1615	.351
Percentage of PAC Respondents Who Were Elected	X	Average Degree of Delegate Orientation in PAC Respondents' Beliefs About Representation	.2604	.267

Table 47, Continued

Recruitment Variable		Membership Characteristics Variable	Pearson's Correlation Coefficient	Significance
Percentage of PAC Respondents Who Were Appointed	X	Average Degree of Delegate Orientation in PAC Respondents' Beliefs About Representation	-.0239	.478
Percentage of PAC Respondents Who Volunteered	X	Average Degree of Delegate Orientation in PAC Respondents' Beliefs About Representation	-.4156	.153

Table 48

ACTIONS TAKEN BY COMMUNITY MEMBERS AND GROUPS REGARDING EDUCATIONAL ISSUES*

Action by Community Members or Groups	Frequency	% of Respondents	% of Responses
Worked with school board/administration to solve problem	49	46.2	36.8
Voiced opinions	26	24.5	19.5
Lobbied against school system	24	22.6	18.0
Lobbied for support for school system	20	18.9	15.0
Nothing concrete yet; just discussing it	12	11.3	9.0
Other	2	1.9	1.5
Total	133	----	99.8

*Multiple responses coded. N = 146; of the 106 respondents who reported community members or groups had become involved in dealing with educational issues, one said he/she did not know what action had been taken and one's designation of action was not obtained.

Table 49

KINDS OF ORGANIZATIONS PAC COULD CALL ON

FOR ASSISTANCE REGARDING A TITLE I MATTER*

Kind of Organization**	Frequency	% of Respondents	% of Responses
School clubs	70	50.7	24.6
Civic/service organizations	49	35.5	17.3
Community development/ neighborhood organizations	43	31.2	15.1
City/school board/service agencies	41	29.7	14.4
Civil rights/political organizations	37	26.8	13.0
Churches	15	10.9	5.3
Federal/state government	12	8.7	4.2
Professional groups	8	6.0	2.8
Social clubs	5	3.6	1.8
Media	4	2.9	1.4
Total	284	----	99.9

*Multiple responses allowed. N = 138; of the 160 asked the question, 12 said there were no organizations, nine said they did not know what organizations could be called on, and one person's answer was not ascertained. $\bar{X}$ number of organizations specified by each of 138 individuals = 2.06.

**Technically, the governmental entities and the media listed below would not qualify as community organizations by the standards of students of voluntary associations. CPI included them, however, as they were entities outside of the PAC and to omit them would have resulted in an incomplete picture of the agents to which, from respondents' perspectives, the PAC could turn.

Table 50

STRENGTH OF ASSOCIATION BETWEEN EXTERNAL CONSTITUENCY AND RECRUITMENT VARIABLES

External Constituency Variable		Recruitment Variable	Pearson's Correlation Coefficient	Significance
Average Number of Organizations PAC Could Contact for Assistance	X	Percentage of Responses Concerning General PAC Recruitment Indicating PAC Members=Elected	.0238	.478
Average Number of Organizations PAC Could Contact for Assistance	X	Percentage of Responses Concerning General PAC Recruitment Indicating PAC Members=Appointed	.2513	.274
Average Number of Organizations PAC Could Contact for Assistance	X	Percentage of Responses Concerning General PAC Recruitment Indicating PAC Members=Self-Selected (Volunteered)	-.3999	.163
Average Number of Organizations PAC Could Contact for Assistance	X	Percentage of PAC Respondents Who Were Elected	.2102	.309
Average Number of Organizations PAC Could Contact for Assistance	X	Percentage of PAC Respondents Who Were Appointed	-.0375	.486
Average Number of Organizations PAC Could Contact for Assistance	X	Percentage of PAC Respondents Who Volunteered	-.3186	.221

Table 51

STRENGTH OF ASSOCIATION BETWEEN EXTERNAL CONSTITUENCY AND ACTIVITY VARIABLES

External Constituency Variable		Activity Variable	Pearson's Correlation Coefficient	Significance
Average Number of Organizations PAC Could Contact for Assistance	X	Average Number of Activities Performed by PAC	.6251	.049
Average Number of Organizations PAC Could Contact for Assistance	X	Average Percentage of PAC Turnover	-.4489	.132
Average Number of Organizations PAC Could Contact for Assistance	X	Average Percentage of Responses Indicating Meetings with Secondary Parties Were Held	.4312	.143
Average Number of Organizations PAC Could Contact for Assistance	X	Average Amount of Time Spent by PAC Members on PAC Activities	.8239	.006

Table 52

STRENGTH OF ASSOCIATION BETWEEN EXTERNAL CONSTITUENCY AND IMPACT VARIABLES

External Constituency Variable		Impact Variable	Pearson's Correlation Coefficient	Significance
Average Number of Organizations PAC Could Contact for Assistance	X	Average Amount of Influence of District PAC	.1751	.339
Average Number of Organizations PAC Could Contact for Assistance	X	Average Amount of Influence of School-Level PACs	.5250	.091
Average Number of Organizations PAC Could Contact for Assistance	X	Average Amount of Influence of District and School-Level PACs	.3869	.172
Average Number of Organizations PAC Could Contact for Assistance	X	Average Percentage of Responses Indicating There Were No Results of Discussions with Secondary Parties	-.1681	.345
Average Number of Organizations PAC Could Contact for Assistance	X	Average Percentage of Responses Indicating Information-Sharing Results of Discussions with Secondary Parties	-.3459	.201
Average Number of Organizations PAC Could Contact for Assistance	X	Average Percentage of Responses Indicating Action Taken as Result of Discussions with Secondary Parties	.4658	.122

Table 53

KINDS OF WRITTEN MATERIALS PROVIDED TO PACS BY SEAS*

Kind of Written Material	Frequency	% of Respondents	% of Responses
Copies of SEA memoes and correspondence	7	21.9	17.9
SEA developed handbook for PACs	6	18.8	15.4
Copies of federal Title I regulations and guidelines	5	15.6	12.8
Copies of state Title I regulations and guidelines	4	12.5	10.3
Information on the range of programs and services available for the education of disadvantaged children	3	9.4	7.7
Title I ESEA; How It Works	2	6.3	5.1
Notice of Title I events throughout the state	2	6.3	5.1
Other**	10	31.3	25.6
Total	39	----	99.9

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*Multiple responses allowed. N = 32; includes all those (out of 112 who were asked about dissemenation of written materials by the SEA) who said the state distributed written materials. $\bar{X}$ number of kinds of materials cited = 1.22.

**This category includes (1) responses that had only one mention among respondents, (2) responses for which codes were not initially, generated or specified in the interview schedules (e.g., federal publications other than Title I ESEA; How It Works), and (3) responses that were too general to fit into any particular category (e.g., "Title I program information").

Table 54

METHOD OF RECRUITMENT, BY LEVEL OF LEA SUPPORT FOR PACS*

	Greater Support			Average Support			Lesser Support		
Method of Selection	N	% of Respondents*	% of Responses	N	% of Respondents**	% of Responses	N	% of Respondents***	% of Responses
Elected	15	34.9	33.3	17	48.6	44.7	5	23.8	21.7
Appointed	7	16.3	15.6	1	28.6	2.6	2	9.5	8.7
Self-Selected (Volunteered)	23	53.5	51.1	20	57.1	52.6	16	76.2	69.6
Total	45	----	100.0	38	----	99.9	23	----	100.0

*N = 43. Of the 47 who were to be asked the question, three said they did not know the method of selection, and one person's response was not ascertained.

**N = 35. Of the 37 who were asked the question, two said they did not know the method of selection.

***N = 21. Of the 24 who were asked the question, three said they did not know the method of selection.

Table 55

METHOD BY WHICH RESPONDENT PAC MEMBERS AND CHAIRPERSONS WERE SELECTED FOR THEIR POSITIONS, BY LEVEL OF LEA SUPPORT FOR PACS*

	Elected		Appointed		Volunteered		Total
Level of Support	N	%	N	%	N	%	N
Greater	17	(54.8)	9	(29.0)	5	(16.1)	31
Average	13	(68.4)	2	(10.5)	4	(18.2)	19
Lesser	2	(27.3)	4	(36.4)	5	(45.5)	11
Total	32	(52.5)	15	(24.6)	14	(23.0)	61

*Nine respondents in the School-Level PAC Chairperson category--three in each category of LEA support--were omitted from this analysis because they were not actually the PAC's Chairperson. It is not believed that the omission of these individuals had a significant effect on the above patterns.

Table 56

TERM OF MEMBERSHIP, BY LEVEL OF LEA SUPPORT FOR PACS*

Level of Support	One Year		Two Years		As long as Child in Title I		Indefinite/ Indeterminate Term		Only Officers Have Specified Terms		Total
	N	%	N	%	N	%	N	%	N	%	N
Greater	11	(25.6)	5	(11.6)	5	(11.6)	20	(46.5)	2	(4.7)	43
Average	8	(23.5)	4	(11.8)	4	(11.8)	15	(44.1)	3	(8.8)	34
Lesser	9	(42.9)	0	(0.0)	1	(4.8)	11	(52.4)	0	(0.0)	21
Total	28	(28.6)	9	(9.2)	10	(10.2)	46	(46.9)	5	(5.1)	98

*N for greater support LEA = 43, rather than 47, because three respondents said they did not know the term of membership and one person's response was not ascertained. N for average support LEA = 34 and N for lesser support LEA = 21, rather than 37 and 24, respectively, because of 3 "I don't know" answers in each kind of LEA. All "I don't know" responses were made by School Board Members, Superintendents, and/or Central Office/Title I Staff.

Table 57

WHETHER REGULARLY SCHEDULED MEETINGS, MEETINGS ONLY ON SPECIFIC TOPICS, OR BOTH REGULARLY SCHEDULED MEETINGS AND MEETINGS ON SPECIFIC TOPICS ARE HELD, BY LEVEL OF LEA SUPPORT FOR PACS

Level of LEA	Regularly Scheduled N	Regularly Scheduled %	Only on Specific Topics N	Only on Specific Topics %	Both N	Both %	PAC Doesn't Meet N	PAC Doesn't Meet %	Total N
Greater	23	(48.9)	1	(2.1)	20	(42.6)	3	(6.4)	47
Average	25	(67.6)	4	(10.8)	8	(21.6)	0	(0.0)	37
Lesser	14	(58.3)	5	(20.8)	4	(16.7)	1	(4.2)	24
Total	62	(57.4)	10	(9.3)	32	(29.6)	4	(3.7)	108

Table 58

FREQUENCY OF PAC MEETINGS, BY LEVEL OF LEA SUPPORT FOR PACS*

Level of LEA Support	Monthly or More Frequently N	Monthly or More Frequently %	Bi-monthly to 3 Times/Year N	Bi-monthly to 3 Times/Year %	Semiannually to Annually N	Semiannually to Annually %	Total N
Greater	27	(64.3)	13	(31.0)	2	(4.8)	42
Average	20	(55.6)	14	(38.9)	2	(5.6)	36
Lesser	0	(0.0)	13	(59.1)	9	(40.9)	22
Total	47	(47.0)	40	(40.0)	13	(13.0)	100

*N=100 rather than 108 who might have been asked the question because three respondents in the greater support LEAs and one respondent in the lesser support LEAs said previously that the PAC never met, and four others (two in greater support, one in average support, and one in lesser support LEAs) said they did not know how frequently on the average the PAC met.

Table 59

WHETHER OR NOT MEETINGS ARE HELD MORE OFTEN THAN AVERAGE AT SOME TIMES OF YEAR, BY LEVEL OF LEA SUPPORT FOR PACS

Level of LEA Support	Meet More Often N	Meet More Often %	Don't Meet More Often N	Don't Meet More Often %	Total N
Greater	27	58.7	19	41.3	46
Average	23	63.9	13	36.1	36
Lesser	8	40.0	12	60.0	20
Total	58	56.9	44	43.1	102

*N=102 rather than the 108 who were to be asked the question because one respondent in a greater support LEA, one respondent in an average support LEA, and three in lesser support LEAs said they did not know if more frequent meetings were held at some times of the year than average. One person in a lesser support LEA's response was not ascertained.

Table 60

REASON FOR MORE FREQUENT MEETINGS, BY LEVEL OF LEA SUPPORT FOR PACS

	Greater Support			Average Support			Lesser Support		
Reason	N	% of Respondents*	% of Responses	N	% of Respondents**	% of Responses	N	% of Respondents***	% of Responses
Orientation	5	18.5	15.2	3	13.0	12.0	4	50.0	25.0
Planning	10	37.0	30.3	10	43.5	40.0	8	100.0	50.0
Workshops	6	22.2	18.2	7	30.4	28.0	3	37.5	18.8
Special Problems	5	18.5	15.2	1	4.3	4.0	1	12.5	6.3
Committee or Executive Board Meetings	7	25.9	21.2	4	17.4	16.0	0	0.0	0.0
Total	33	----	100.1	25	----	100.0	16	----	100.1

*N=27, the number who said more frequent meetings were held.
**N=23, the number who said more frequent meetings were held.
***N= 8, the number who said more frequent meetings were held.

Table 61

RECEIPT OF MINUTES BY PAC MEMBERS, BY LEVEL OF LEA SUPPORT FOR PACS

Level of LEA Support	PAC Members Receive Minutes N	PAC Members Receive Minutes %	Minutes Read at Meetings N	Minutes Read at Meetings %	Minutes Available for Perusal N	Minutes Available for Perusal %	Minutes not Received N	Minutes not Received %	Total N
Greater	13	(44.8)	10	(34.5)	2	(6.9)	4	(13.8)	29
Average	7	(33.3)	6	(28.6)	6	(28.6)	2	(9.5)	21
Lesser	5	(45.5)	1	(9.1)	4	(36.4)	1	(9.1)	11
Total	25	(41.0)	17	(27.9)	12	(19.7)	7	(11.5)	61

*N = 11 rather than 13 because of two of the 13 people who said minutes were kept and were asked about PAC receipt of copies said they did not know.

Table 62

PAC ACTIVITIES

BY LEVEL OF LEA SUPPORT FOR PACS

Activities	Greater Support			Average Support			Lesser Support		
	N	% of Respondents*	% of Responses	N	% of Respondents**	% of Responses	N	% of Respondents***	% of Responses
Reviewed district's Title I application	59	78.7	5.0	36	73.5	4.9	27	79.4	7.1
Provided comments to the Title I office about the application	52	69.3	4.4	33	68.8	4.5	23	67.6	6.1
Participated in the writing of the Title I application	36	48.0	3.1	19	38.0	2.6	14	41.2	3.7
Reviewed the budget for the Title I program	58	77.3	4.9	36	73.5	4.9	28	82.4	7.4
Advised the district on changes in the budget	42	56.0	3.6	29	59.2	3.9	20	58.8	5.3
Advised the Title I office/principal on who is hired for the Title I program	33	44.0	2.8	15	30.6	2.0	4	11.8	1.1
Attended meetings, other than PAC meetings, to plan the compensatory education program in the district as a whole	47	62.7	4.0	28	57.1	3.8	18	52.9	4.7
Advised the district/principal about children's needs in regard to Title I	61	81.3	5.2	41	85.4	5.5	25	73.5	6.6
Examined how much service the average child gets from the Title I program	58	77.3	4.9	33	67.3	4.5	18	52.9	4.7
Reviewed the district's plan for evaluation of the Title I program	50	67.6	4.3	31	62.0	4.2	24	70.6	6.3
Participated in the evaluation of the program	50	67.6	4.3	34	68.0	4.6	20	58.8	5.3
Reviewed the results of the evaluation of the Title I program	51	68.9	4.4	34	68.0	4.6	26	76.5	6.8
Advised the district/principal about the way the Title I program should be run	48	64.0	4.1	33	66.0	4.5	16	47.1	4.2
Advised the district/principal about ways the Title I program should be changed	49	65.3	4.2	36	72.0	4.9	18	52.9	4.7
Observed classroom activities	67	89.3	5.7	46	92.0	6.2	27	79.4	7.1
Participated in field trips	56	74.7	4.8	37	74.0	5.0	3	9.1	0.8
Participated as an aide in a Title I classroom	53	71.6	4.5	24	48.0	3.2	5	14.7	1.3

Table 62, continued

Activities, Continued	Greater Support			Average Support			Lesser Support		
	N	% of Respondents*	% of Responses	N	% of Respondents**	% of Responses	N	% of Respondents***	% of Responses
Organized training seminars for parents who are not part of the PAC	42	56.0	3.6	26	52.0	3.5	2	5.9	0.5
Participated in parent/teacher or parent/principal conferences	45	60.8	3.8	36	72.0	4.9	18	52.9	4.7
Organized conferences or meetings between parents and school personnel	44	58.7	3.8	29	58.0	3.9	8	23.5	2.1
Sent letters to Title I parents about the program	44	61.1	3.8	33	67.3	4.5	13	38.2	3.4
Investigated grievances of parents and presented findings and recommendations to district/school personnel	35	46.7	3.0	16	33.3	2.2	6	17.6	1.6
Worked with teachers to define students' learning goals	38	51.4	3.2	23	47.9	3.1	7	20.6	1.8
Run a volunteer tutoring program	24	32.4	2.0	15	30.6	2.0	7	20.6	1.8
Made learning materials	9	12.0	0.8	8	16.0	1.1	1	2.9	0.3
Participated in state/national PAC activities	8	10.7	0.7	5	10.0	0.7	0	0.0	0.0
Other	13	17.3	1.1	3	6.0	0.4	2	5.9	0.5
Total	1172	----	100.0	739	----	100.1	380	----	99.9

*N varied between 72 and 75 depending on the number of "I don't knows" to a given activity. $\overline{X}$ number of activities, taking into account the "I don't knows" = 15.7.

**N varied between 48 and 50 depending on the number of "I don't knows" to a given activity. $\overline{X}$ number of activities, taking into account the "I don't knows" = 15.0.

***N varied between 33 and 34 depending on the number of "I don't knows" to a given activity. $\overline{X}$ number of activities, taking into account the "I don't knows' = 11.2.

Table 63

AVERAGE RANKINGS OF INFLUENCE ON FOUR-POINT SCALE ("0" FOR NO INFLUENCE TO "3" FOR A GREAT DEAL), BY LEVEL OF SUPPORT FOR PACS*

District PAC	Greater Support LEA $\bar{X}$	Average Support LEA $\bar{X}$	Lesser Support LEA $\bar{X}$	School-Level PAC	Greater Support LEA $\bar{X}$	Average Support LEA $\bar{X}$	Lesser Support LEA $\bar{X}$
Project application	2.6	2.3	2.8	Project application	1.7	1.8	1.4
Project evaluation/ needs assessment	2.4	2.1	1.7	Project evaluation/ needs assessment	1.8	1.8	1.5
Title I instructional program	2.4	2.0	1.7	Title I instructional program	1.9	1.8	1.4
Staffing	1.7	1.4	.4	Staffing	1.2	.9	.2
Financial management and budget	2.2	1.9	1.5	Financial management and budget	1.2	1.4	1.1
PAC activity and management	2.7	2.6	1.9	PAC activity and management	2.1	2.2	1.6
Title I Coordinator				**Title I Principals**			
Project application	2.6	2.8	2.9	Project application	1.9	2.3	2.0
Project evaluation/ needs assessment	2.5	2.8	2.9	Project evaluation/ needs assessment	2.2	2.4	2.4
Title I instructional program	2.6	2.7	2.5	Title I instructional program	2.6	2.6	2.6
Staffing	2.4	2.4	2.1	Staffing	2.1	2.6	2.5
Financial management and budget	2.6	2.8	2.9	Financial management and budget	1.8	1.9	1.9
PAC activity and management	2.4	2.6	2.7	PAC activity and management	2.0	2.2	2.3
Superintendent				**School Board**			
Project application	2.3	2.4	2.6	Project application	2.3	2.1	2.3
Project evaluation/ needs assessment	2.2	2.4	2.3	Project evaluation/ needs assessment	2.2	2.1	2.1
Title I instructional program	2.2	2.4	2.5	Title I instructional program	2.1	2.1	1.9
Staffing	2.1	2.3	2.3	Staffing	2.0	2.0	1.8
Financial management and budget	2.2	2.5	2.5	Financial management and budget	2.2	2.1	2.1
PAC activity and management	1.8	2.0	1.9	PAC activity and management	1.7	2.0	1.5

*An average of close to 0 would mean that responses averaged "none"; close to 1, "a little"; close to 2, "a moderate amount"; and close to 4, "a great deal."

Table 64

STRENGTH OF ASSOCIATION BETWEEN LEA SUPPORT AND RECRUITMENT VARIABLES

Support Variable		Recruitment Variable	Spearman's Rank-Order Correlation Coefficients	Significance
LEA Support	X	Percentage of Responses Concerning General PAC Recruitment Indicating PAC Members=Elected	-.1423	.368
LEA Support	X	Percentage of Responses Concerning General PAC Recruitment Indicating PAC Members=Appointed	.3514	.197
LEA Support	X	Percentage of Responses Concerning General PAC Recruitment Indicating PAC Members=Self-Selected (Volunteered)	-.4657	.122
LEA Support	X	[illegible]centage of PAC [illegible]spondents Who Were Elected	.1811	.334
LEA Support	X	Percentage of PAC Respondents Who Were Appointed	-.0521	.451
LEA Support	X	Percentage of PAC Respondents Who Volunteered	-.2070	.311

Table 65

STRENGTH OF ASSOCIATION BETWEEN LEA SUPPORT AND PAC RESPONSIBILITIES

Support Variable		Responsibility Variable	Spearman's Rank-Order Correlation Coefficient	Significance
LEA Support	X	Average Percentage of Responses Concerning PAC Objectives that Called for Direct Input by PAC	-.2572	.269
LEA Support	X	Average Percentage of Respondents Saying There WEre PAC By-laws	.6209	.050
LEA Support	X	Average Percentage of Respondents Indicating Term of Membership= Longer Than One Year	.5821	.065
LEA Support	X	Average Amount of PAC Control over Logistical Matters	.4657	.122

Table 66

STRENGTH OF ASSOCIATION BETWEEN LEA SUPPORT AND PAC ACTIVITIES

Support Variable		Activity Variable	Spearman's Rank-Order Correlation Coefficient	Significance
LEA Support	X	Average Number of Activities Performed by PAC	.0772	.428
LEA Support	X	Average Percentage of PAC Turnover	.6172	.052
LEA Support	X	Average Percentage of Responses Indicating Meetings with Secondary Parties Were Held	.7201	.022
LEA Support	X	Average Amount of Time Spent by PAC Members on PAC Activities	.6172	.052

Table 67

STRENGTH OF ASSOCIATION BETWEEN LEA SUPPORT AND PAC IMPACT

Support Variable		Impact Variable	Spearman's Rank-Order Correlation Coefficient	Significance
LEA Support	X	Average Amount of Influence of District PAC	.5658	.072
LEA Support	X	Average Amount of Influence of School-Level PACs	.5143	.096
LEA Support	X	Average Amount of Influence of District and School-Level PACs Combined	.6429	.043
LEA Support	X	Average Percentage of Responses Indicating There Were No Results of Discussions with Secondary Parties	-.0388	.464
LEA Support	X	Average Percentage of Responses Indicating Information-Sharing Results of Discussions with Secondary Parties	-.1940	.323
LEA Support	X	Average Percentage of Responses Indicating Action Taken as Result of Discussions with Secondary Parties	.1286	.381